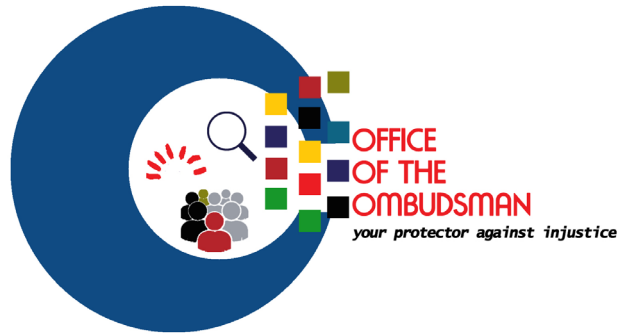




**A Report on Systemic Investigations on the Affordable Inputs Programme Implementation for the 2022/2023 and 2023/2024 Growing Seasons: the Successes, the Irregularities and the Failures
A call for Re-thinking and Reprogramming**



A Report on Systemic Investigations on the Affordable Inputs Programme
Implementation for the 2022/23 and 2023/2024 Growing Seasons: the
Successes, the Irregularities and the Failures –
A call for Re-thinking and Reprogramming

8th March 2024

SYS/INV/1/2024

DEFINITIONS

For the purpose of this Report the following is the definition of the terms used herein:

Accountability	The principle of Accountability entails that Government officials whether elected or appointed, or anyone performing public functions, are answerable to the citizenry for their decisions and actions.
Accessibility	The quality of being easy to obtain or use of goods and services.
Equity	Fairness and impartiality in providing public services.
Ethical Conduct	Behavior that aligns with moral principles and values of fairness, honesty, integrity, objectivity, responsibility, and consideration for others.
Integrity	The quality of being honest and having strong moral principles. It also implies honesty, uprightness and trustworthiness.
Responsiveness	Entails a state whereby duty bearers listen to and consider seriously the concerns of stakeholders and demonstrate that they are doing something positive about them.
Transparency	This entails that the official business is conducted in such a way that substantive and procedural information is available to, and broadly understandable by people in the society subject to reasonable limits protecting security and privacy.



ACRONYMS

ACB	Anti-Corruption Bureau
ADC	Area Development Committee
ADD	Agriculture Development Divisions
ADMARC	Agricultural Development and Marketing Corporation
AEDC	Agricultural Extension Development Coordinator
AEDO	Agriculture Extension Development Officers
AGCOM	Agriculture Commercialization Project
AIP	Affordable Input Programme
AISP	Agricultural Input Subsidy Programme
CDFWRF	Constituency Development Fund and the Water Resources Fund
CERC	Contingency Emergency Response Component
CSO	Civil Society Organization
DAES	District Agricultural Extension Services
DCs	District Commissioners
DHRMD	Department of Human Resource Management and Development
DoDMA	Department of Disaster Management Affairs
ECD	Early Childhood Development
EPA	Extension Planning Areas
EU	European Union
FHH	Farming Households
FISP	Subsidy Programme
Ha	Hectare
ICT	Information Technology Communication
IPC	Integrated Food Security Classification
JEFAP	Joint Emergency Food Aid Programme
KFW	KFW Development Bank
MHRC	Malawi Human Rights Commission
MOU	Memorandum of Understanding
MP	Member of Parliament
MRCs	Malawi Red Cross Society
MT	Metric Tonnes
MVAC	Malawi Vulnerability Assessment Committee
NRB	National Registration Bureau
OoO	Office of the Ombudsman
ORT	Other Recurrent Transactions
PDU	Presidential Delivery Unit
PPDA	Public Procurement and Disposal of Assets

RDP	Rural Development Programme
SCTP	Social Cash Transfer Programme
SFFRFM	Small Holder Farmers Fertiliser Revolving Fund of Malawi
SGR	Strategic Grain Reserve
SPS	Starter Pack Scheme
T/A	Traditional Authority
TBI	Tony Blair institute
TIP	Targeted Input Programme
TNM	Telecom Network Malawi
UBR	Unified Beneficiary Registry
UNICEF	United Nations International Children's Emergency Fund
WFP	World Food Programme



CONTENTS

DEFINITIONS	.....	.....	.....	ii
ACRONYMS	.....	.....	.....	iii
1.0 INTRODUCTION	.....	.....	.....	1
2.0 BACKGROUND	.....	.....	.....	3
3.0 THE LEGAL MANDATE OF THE OFFICE OF THE OMBUDSMAN - JURISDICTION	.....	.....	.....	6
4.0 THE METHODOLOGY	.....	.....	.....	9
5.0 THE ISSUES	.....	.....	.....	11
6.0 LITERATURE REVIEW	.....	.....	.....	12
7.0 THE EVIDENCE GATHERED	.....	.....	.....	19
7.1 Budgetary Allocations and Targeted Beneficiaries	.....	.....	.....	19
7.2 Capacity and Level of Preparedness of SFFRFM	.....	.....	.....	26
7.3 Withdrawal and Reduction of Number of Livestock Beneficiaries	.....	.....	.....	29
7.4 Registration of Civil Servants as AIP Beneficiaries	.....	.....	.....	30
7.5 Involvement of Members of Parliament in the Distribution of Inputs	.....	.....	.....	30
7.6 The Redemption Rate of Inputs	.....	.....	.....	32
7.7 Grievance Redress Mechanism	.....	.....	.....	34
7.8 The Role of the Smallholder Farmers Fertilizer Revolving Fund	.....	.....	.....	35
7.9 Issues from spot-checks	.....	.....	.....	39
7.9.2 Identification of Beneficiaries	.....	.....	.....	39
7.9.3 Commencement of the AIP.	.....	.....	.....	44
7.9.4 Selling Points	.....	.....	.....	48
7.9.5 Staffing levels	.....	.....	.....	48
7.9.6 Availability of Inputs	.....	.....	.....	50
7.9.6 Grievance Redress Mechanism	.....	.....	.....	52
7.9.7 Redemption of the inputs	.....	.....	.....	54
7.9.8 Transportation of the farm inputs	.....	.....	.....	59
7.9.9 The Quality of the Fertilizer	.....	.....	.....	59
7.9.10 Engagement with Members of Parliament	.....	.....	.....	59
7.9.11 Evidence from the Department of Disaster Management Affairs	.....	.....	.....	62
8.0 THE APPLICABLE LAW	.....	.....	.....	65
8.1 The Constitution of the Republic of Malawi	.....	.....	.....	65
8.2 The Public Finance Management Act 2022 (Cap. 37:02 of the Laws of Malawi)	.....	.....	.....	67
8.3 The Access to Information Act 2016	.....	.....	.....	69
8.4 The Fertilizer, Farm Feeds and Remedies Act 1970 (Cap. 67:04 of Laws of Malawi)	.....	.....	.....	69
8.5 The Public Procurement and Disposal of Assets Act	.....	.....	.....	70
8.6 Policies	.....	.....	.....	70

8.6.2	The National Agriculture Policy 2016-2021.....	71
8.6.3	The Food Security Policy 2006	72
8.7	Guidelines	72
8.7.1	The Affordable Input Programme 2022/2023 Implementation Guidelines	72
8.7.2	The Affordable Input Programme 2023/2024 Implementation Guidelines	74
8.7.2.1	Procedure of identifying Beneficiaries	74
8.7.3	Facial Recognition	74
8.7.4	The Farming Households Verification and validation Application	75
8.8	The Constituency Development Fund and Water Resources Fund	75
8.9	Treasury Instructions	76
9.0	ANALYSIS OF THE EVIDENCE	77
9.1	Whether and the extent to which the farm inputs were accessible to beneficiaries.	77
9.1.2	Procurement of less inputs than targeted amounts	77
9.1.3	Transportation Challenges	77
9.1.4	Human Resource Capacity Constraints	79
9.1.5	Availability of farm inputs at the selling points	79
9.1.6	Accessibility of Livestock	80
9.1.7	Limited Number of Selling points	81
9.1.8	Restriction of Usage of National Registration Bureau Forms with Barcodes	82
9.1.9	Redemption of inputs without knowledge and consent of beneficiaries	82
9.1.10	Challenges with Telephone Network Connectivity	83
9.2	Summary on whether and the extent to which the farm inputs were accessible to beneficiaries.	84
9.3	Whether there was transparency, accountability and responsiveness in the manner the AIP was implemented	85
9.3.1	Selection of beneficiaries	85
9.3.2	Accessibility and Flow of information to AIP Stakeholders	87
9.3.3	Grievance Redress Mechanism	88
9.3.4	The Budgetary Implications of the AIP	90
9.3.5	AIP Expenditure, Maize Productivity Trends and Ministry of Agriculture National Budget Share	90
9.3.6	The Maize Productivity Trends	93
9.3.7	National Food Support Requirements	94
9.3.8	AIP Logistics-related Expenses	94
9.3.9	Over-expenditure	95
9.4	Whether there were any acts of maladministration in the implementation of the AIP: the Successes, the Irregularities and the	



	Failures	.....	.....	.....	96
9.5	CONCLUSION	.....	.....	.....	100
10.0	DIRECTIVES	.....	.....	.....	102
11.0	RIGHT OF REVIEW	.....	.....	.....	105



LIST OF TABLES

Table 1:Ministry of Agriculture National Budget Share	22
Table 2:AIP/FISP Budget share to the Ministry Budget and the Ministry ORT Budget	23
Table 3:AIP/FISP Farm Inputs and Logistics Estimates/Expenditure Breakdown	25
Table 4: Financial Support to AIP Stakeholders as outlined by the Ministry 2022/23 AIP Final Report	26
Table 5:AIP Transportation Proposed Rates	34
Table 6: Number of Complaints Registered through Toll Free Line a ccording to months	35
Table 7: Factors for consideration in identification of beneficiaries	41
Table 8: Variations of selling points in the 2022/2023 and 2023/2024	48
Table 9:Total Annual Budget for the Relief Maize Programme for 2022 up to 2024	62
Table 10:2022/2023 Season Response Programme Sources of funding	63
Table 11:2023/2024 Season Response Programme Sources of funding	64
Table 12:Maize Productivity Trends from 2017-2023	93

LIST OF GRAPHS

Graph 1: Beneficiary List Categorized by Region 2022/2023-2023/2024	21
Graph 2: Family Farming Households 2022/2023 and 2023/2024	22
Graph 3: Redemption Rate of Fertilizer in 2022/2023 Growing Season	33
Graph 4: Redemption Rate of Fertilizer in 2023/2024 Growing Season	33
Graph 5: 2022/2023 Lean Season Response Affected Population and Households	62
Graph 6: 2023/2024 Lean Season Response Affected Population and Households	62
Graph 7: Ministry of Agriculture National Budget Share	91
Graph 8: AIP/FISP Budget share to the Ministry Budget and the Ministry ORT Budget	92
Graph 9: Maize Productivity Trends from 2017-2023	93

1.0 INTRODUCTION

- 1.1. This Report presents the comprehensive findings of the Systemic Investigations on the Affordable Input Programme (AIP), Implementation which was carried out by the Office of the Ombudsman (OoO), for the 2022/2023 and 2023/2024 Growing Seasons.
- 1.2. The Report covers a number of thematic areas including: Accountability and Transparency; Ethics; Compliance; Integrity; Responsiveness and Effectiveness and Efficiency; of the AIP in its design/conceptualization and operationalization, as well as functional issues such as, accessibility of the inputs, cost effectiveness, utility and operational efficiency of the Programme.
- 1.3. The OoO carried out the Systemic Investigations following receipt of several complaints relating to the AIP from members of the general public. The Systemic Investigations were carried out under a Project titled, 'Enhancing Transparency and Accountability in Public Service in Malawi' funded by Open Society Initiative for Southern Africa.
- 1.4. The main objective of the Project is to enhance efficient service delivery of public entities through transparency and accountability.
- 1.5. Systemic Investigation entails that the Ombudsman goes beyond the handling of individual complaints caused by one off incidences, to addressing structural, procedural, processes and system issues in relation to the delivery of public services, in order to pro-actively drive wider structural changes in public administration and public service delivery.
- 1.6. Overtime, the OoO has expanded its investigative mandate to carrying out Systemic Investigations that are aimed at monitoring and assessing government systems, processes, functions and capabilities in areas related to public administration, public service delivery and public finance management. This approach enables the OoO to identify structural weaknesses, gaps and failures that affect effective, efficient, accountable, transparent and responsive delivery of public services. On this basis systems strengthening recommendations to improve service delivery and curb incidences of systemic and widespread maladministration in public service are provided to duty bearers.
- 1.7. The OoO's Systemic Investigations focus on broad structural issues relating to: internal controls in public financial management; public procurement; public investments and delivery of public services among other areas.
- 1.8. Acts of maladministration in the public sector affect the equitable delivery of public services to the citizenry. Maladministration including issues of unprocedural, unfair, inequitable, non-transparent, non-competitive and non-cost-effective public expenditure, derails public service delivery.

- 1.9. The corrosive effects of acts of maladministration undermine the impact of government's public services delivery in such critical areas such as Poverty Reduction, Economic Development, Education, Health, Agriculture Gender and Social Justice, among others.
- 1.10. Institutionalization of the principles of accountability, integrity, ethics, and responsiveness in public service delivery is therefore paramount in order to address such instances of maladministration.
- 1.11. The Ombudsman plays a critical role in promoting citizen-centric governance and inclusive institutions and greater government accountability.
- 1.12. One critical function of the OoO is therefore the conduct of systemic investigations on specific sectoral areas of public service delivery in order to provide the needed oversight for accountable, transparent, equitable and responsive service delivery.

2.0 BACKGROUND

- 2.1. In its quest to ensure food sufficiency at national and household levels, the Malawi Government introduced the AIP in 2020, a successor to the Farm Inputs Subsidy Programme (FISP), which ran from 2005/2006 to 2019/2020 Growing Seasons.
- 2.2. The goal of the AIP is to attain food security at household and national levels and increase economic wellbeing through increasing access to improved farm inputs (fertilizers, certified seeds and goats), by smallholder farming households in Malawi. ¹
- 2.3. Since the early 1990s many African countries have invested in Agricultural Input Subsidy Programmes (AISP), to boost agricultural productivity and food security.² AISP are grants or loans given to farmers to reduce the cost of acquiring a specific input used in agricultural production (e.g. inorganic fertilizer; hybrid seeds).³
- 2.4. The Malawi AIP and FISP programmes followed on a long history of different forms of subsidy with fertilizer price subsidies to smallholder farmers from the 1960s to 1980s, which were then removed and reinstated in the 1990s, and then replaced by an initially universal Starter Pack but later Targeted Input Programme (TIP) of free distribution of small fertilizer and seed packs to smallholder farmers.⁴ In Malawi, these subsidies have generally been dominated by fertilizer subsidies.⁵
- 2.5. The 2022/2023 AIP, a MK109.4875 billion Malawian Kwacha (about \$215-million)⁶ Programme was meant to allow subsistence farmers to purchase farm inputs at a subsidized cost with the Government paying over 70% of the cost.⁷
- 2.6. Of the MK109.4875 billion, MK97.5 was for fertilizer, MK8.75 billion for seed, MWK0.5 billion for purchases of goats and MK2.7375 billion for logistics. The budget for logistics was then revised to MK4.468 billion in order to pay Agricultural Development and Marketing Corporation (ADMARC) and Small Holder Farmers Fertilizer Revolving Fund of Malawi (SFFRFM), who distributed fertilizers to beneficiaries in the 2021-2022 Growing Season.

1 The Affordable Inputs Programme 2022/2023 Implementation Guidelines, September 2022

2 Walls H, Johnston D, Matita M, Kamwanja T, Smith R, Nanama S (2023) The politics of agricultural policy and nutrition: A case study of Malawi's Farm Input Subsidy Programme (FISP). PLOS Glob Public Health 3(10): e0002410. <https://doi.org/10.1371/journal.pgph.0002410>

3 Ibid

4 Chirwa E & Dorward A Agricultural Input Subsidies - The Recent Malawi Experience (2013) Oxford University Press

5 Ibid

6 According to Reserve Bank of Malawi the exchange rate as of 2020 was \$1=K744

7 The Affordable Inputs Programme Final Program Implementation Progress Report, April, 2021

- 2.7 The AIP Final Programme Implementation Progress Report issued in March 2023, on the heading Financial Situation shows that 201.9 billion Malawi Kwacha was the total amount to be paid for the period. Out of this amount, 174.056 billion Malawi Kwacha was the payment made leaving a balance of 27.805 billion Malawi Kwacha. The 174.056 billion Malawi Kwacha includes payment made to Barkaat Foods amounting to 563.325 million Malawi Kwacha, which did not deliver the supplies and Malawi Fertilizer Company amounting to 17.918 billion Malawi Kwacha as well as Interns' costs amounting to 242.040 million Malawi Kwacha.
- 2.8 A total of 2,500,000 beneficiaries were targeted in the 2022/2023 Growing Season. Out of this figure 2,470,000 were to receive fertilizer and cereal seed, the remaining 30,000 from Chikwawa, Nsanje, Balaka and Rumphi districts were to receive goats.⁸
- 2.9 The 2023/2024 AIP had an allocation of 117 billion Malawian Kwacha⁹, (about \$100 million), targeting 1,500,000 people. The beneficiaries were meant to receive fertilizers and certified cereal seeds whilst some from Salima, Balaka and Phalombe districts were to receive two female breedable goats.
- 2.10 Thus, cumulatively, the Government of Malawi has provided huge financial investments in the AIP, to the tune of about 261.1 billion Malawi Kwacha for the two growing seasons of 2022/2023 and 2023/2024, presenting a considerably high monetary cost for the Government. Yet the AIP and its predecessor programmes namely FISP, the TIP and the Universal Starter Pack have continued to face numerous challenges, evident from a series of complaints the OoO has received in relation to the AIP implementation.
- 2.11 For example, through Mobile Accountability Clinics¹⁰ conducted across the country, the OoO registered a total of 52 Complaints from 7 districts in relation to the AIP implementation/delivery. Of these 18 were from Mchinji, 3 from Ntchisi, 1 from Thyolo, 3 from Blantyre, 2 from Mzimba, 13 from Mangochi and 12 from Zomba. The complaints related to issues of: delay and failure to access the inputs; inadequate stock in most selling markets; inconsistent availability of telephone network used for the redemption of the inputs; demands for money by officials in exchange for a service; absence of or ineffective complaint handling mechanism; and political interference in programme delivery among other issues.

8 The Affordable Inputs Programme 2022/2023 Implementation Guidelines, September 2022

9 According to the Reserve Bank of Malawi the exchange rate as of November, 2023 was \$1=K1168.7803

10 Mobile Accountability Clinics is the channel which the OoO uses to reach communities in the rural areas or areas that are far from its main offices to sensitize and empower people to identify and report acts of maladministration and injustices. During the clinics the OoO also register and investigate reported cases of maladministration.

- 2.12 In 2021 for instance, the OoO conducted Mobile Accountability Clinics in the districts of Mchinji, Mzimba and Mangochi, where citizens registered complaints in relation to the AIP-related services delivery, in particular in relation to issues of accessibility of the farm inputs. The issues raised established several instances of maladministration occasioned by public officers as regards to implementation of the AIP.
- 2.13 The complaints included: demands for extra money by some stakeholders such as some Sales Clerks, traditional leaders, Ward Councilors and the Ministry's officials, in order to facilitate quick purchase of the inputs; lack of transparency in the selection of the beneficiaries; long distances to selling points; excess use of force by some Police Officers tasked with the responsibility of manning the selling points; and poor quality of fertilizer.
- 2.14 The complaints moved the OoO to intervene by way of a systemic investigation on the implementation of the AIP for the 2022/2023 and 2023/2024 Growing Seasons, in the exercise of the powers vested on the OoO under sections 123 (1) of the Constitution of the Republic of Malawi (the Constitution), and section 5 of the Ombudsman Act (Chapter 3:07 of the Laws of Malawi).
- 2.15 The findings, directives and recommendations of the systemic investigation are detailed in this Report.

3.0 THE LEGAL MANDATE OF THE OFFICE OF THE OMBUDSMAN - JURISDICTION

- 3.1. The OoO is an independent institution established by the 1994 Constitution, and is complemented by the Ombudsman Act (Chapter 3:07 of the Laws of Malawi).
- 3.2. In terms of section 123 (1) of the Constitution, the OoO has powers to investigate any and all cases where it is alleged that a person has suffered an injustice, and there is no remedy available by way of court proceedings or by way of appeal from a court or there is no practicable remedy available to that person.
- 3.3. In addition, in line with section 5 of the Ombudsman Act, the Ombudsman has the mandate to inquire into and investigate any complaint laid before her concerning:
 - (a). any alleged instance or matter of abuse of power or unfair treatment of any person by an official in the employ of an organ of Government; or
 - (b). manifest injustice, or
 - (c). instances where any decision or recommendation taken by, or made by, or under the authority of any organ of Government or any act or omission of such organ is unreasonable, unjust or unfair or is based on any practice which may be deemed as such.
- 3.4. Further, the Ombudsman has the mandate to inquire into or investigate allegations that the powers, duties and functions which vest in any organ of Government, are not exercised or performed in a manner which is unreasonable, unjust or unfair.
- 3.5. In ‘reading/ applying’ **section 123 of the Constitution and Section 5 of the Ombudsman Act**, the Malawi Supreme Court of Appeal (MSCA) in *The State And Ombudsman Ex Parte The Principal Secretary For Finance And Others (MSCA Civil Appeal No 24 Of 2017) (Tractor-Gate Case)* stated that Ombudsman’s jurisdiction is to investigate ‘any allegation of injustice including allegations *inter alia* of abuse of power, unfair treatment, manifest injustice, oppressive or unfair conduct if it appears to the Ombudsman that: (1)there is no reasonably available alternative remedy via court proceedings, or an appeal or other practicable remedy; and (2) a court has not assumed jurisdiction; and (3) the complaint is not frivolous or vexatious.
- 3.6. Essentially, the Ombudsman handles complaints of maladministration. For maladministration to be proved, according to section 123 of the Constitution and section 5 of the Ombudsman Act, the Complaint against the public authority or public officer has to allege either or several of the following

instances: injustice; abuse of power; unfair treatment; manifest injustice or conduct qualifying as oppressive or unfair in an open and democratic society; the exercise or performance of powers duties and functions in an unreasonable, unjust or unfair way; a decision or recommendation made by or under the authority of any organ of Government or any act or omission of such organ that is unreasonable, unjust or unfair or based on any practice deemed as such and an instance where the powers, duties and functions which vest in any organ of Government are exercised in a manner which is unreasonable, unjust or unfair.

- 3.7. Other conventionally recognised instances of maladministration include: unreasonable delay; failure to follow policy or procedure; failure to provide information; failure to take into account relevant considerations when making a decision; allowing irrelevant considerations to influence a decision; not giving reasons for a decision; inadequate records; bias; neglect; inattention; incompetence; ineptitude; perversity; turpitude and arbitrariness in reaching a decision or exercising a discretion. **See Michael T. Molan 'Administrative Law' 4th Edition Old Bailey Press page. 336. See also Parliamentary Commissioner for Administration Ex Parte Maurice and Audrey Balchin, R V. [1996] EWHC Admin 152.**
- 3.8. In the present case, the complaints that were registered in relation to the AIP implementation raised prima facie issues of maladministration which include: delay, bias, failure to follow procedures, omission, abuse of power, unfair treatment and unfair practices. The complaints centered on instances of injustice and abuse of power as per the provisions of the Constitution and Ombudsman Act cited above, hence falling within the jurisdiction of the Ombudsman.
- 3.9. In line with the two provisions cited above, the law provides that the Ombudsman should investigate any and all cases where an allegation of an injustice has been made and also to investigate any complaint laid before the Ombudsman. In the present case, the complaints that the OoO received severally related to allegations of acts of maladministration.
- 3.10. Nonetheless, it is important to interrogate the issue as to whether or not the exceptions listed down in the Constitution in relation to matters over which the Ombudsman cannot exercise jurisdiction apply in respect of the complaints in question. The exceptions are: where there is any remedy reasonably available to the Complainants by way of proceedings in a court or by way of an appeal in a court or where there is any other practicable remedy.
- 3.11. In this regard, guidance is to be drawn from the principle enunciated by the Supreme Court of Appeal in interpreting the provision on the mandate and

jurisdiction of the Ombudsman in the case of *The State v The Ombudsman ex parte The Principal Secretary for Finance, the Principal Secretary for Agriculture, and the Malawi National Assembly, MSCA Civil Appeal No. 24 of 2017, (commonly referred to as the Tractor Gate Case)*.

- 3.12. In interpreting the question as to when exactly can an alternative remedy be said to be reasonably available or practicable, the Court held that; “every other remedy does not qualify to be “a reasonably available alternative,” or “other practicable remedy”, a remedy will only be reasonably available or practicable, if it is one to which the complainant can have recourse without too much expense in terms of treasury, time and convenience.”
- 3.13. The Court further stated that, “whereas the courts decide on the facts and law presented to them, the Ombudsman does more than that, including being at liberty to carry out her own investigations in order to get more information about the complaint/complainant.”
- 3.14. In addition, the Court observed that, “whether or not a remedy is reasonably available or practicable goes beyond it being merely available. It has to be reasonably available or practicable. Reasonableness and practicability is a function of *inter alia* time, treasury and convenience.”
- 3.15. Therefore, taking into account the principles stated by the Supreme Court of Appeal as outlined above, the complaints presented to the OoO on the AIP did not have reasonably available remedy or practicable remedy which the Complainants could have had recourse to. And therefore appropriately within the jurisdiction of the Ombudsman.
- 3.16. The Complainants, per the reasoning in the Tractorgate Case, could not take their matters before the courts as it could have required them to interface with various offices from the executive branch of Government such as the Ministry of Agriculture, in order to gather the necessary documents to demonstrate the merit in the complaints and substantiate the claims thereof. Largely, this kind of information is confidential and cannot easily be released without a formal request and under certain strict requirements, it is therefore, not accessible to everyone. As per the reasoning in the Tractorgate case, all these actions would have required time, treasury and convenience that the Complainants would not meet.

4.0 THE METHODOLOGY

- 4.1. The Investigations employed a combined methods approach which involved the collection and review of field data, as well as carrying out a series of stakeholder and community interface exercises. The field visits and stakeholder engagement exercises enabled the OoO to continually monitor, track and evaluate the implementation of the AIP and provide oversight in relation to accountability, transparency, responsiveness, quality, effectiveness and efficiency, in the service delivery.
- 4.2. The above processes were complimented by a comprehensive desk review/literature review of relevant laws, policies and publications/scholarly materials on the subject matter.
- 4.3. The literature review on the implementation of similar programmes in selected countries provided the investigations with important information that has informed a comparative analysis and comparative key learning and insights. The review of literature on the history of subsidies in Malawi has provided a critical contextualisation that has informed the Report's conclusions and recommendations, best suited to the local context.
- 4.4. The Systemic Investigations commenced in November 2022 with Stakeholder Engagement Meetings. These meetings were held with SFFRFM officials, Parliamentary Committee on Agriculture, Civil Society Organizations (CSO's) at national and local levels, Malawi Police Service, Media, Malawi Human Rights Commission (MHRC) and the National AIP Coordinator at the Ministry of Agriculture Headquarters.
- 4.5. This was followed by spot-checks in all the districts, except for Likoma in December, 2022, March 2023 and in December, 2023, in order to monitor progress of the implementation of the AIP. The OoO was unable to conduct spot checks in Likoma at the time due to logistical challenges. During the spot checks, the OoO interviewed AIP beneficiaries, Area Development Committee (ADC) Chairpersons and District AIP Coordinators.
- 4.6. On 31st January, 2023, the OoO engaged Members of Parliament (MPs), who were randomly sampled from various districts of Malawi, in order to appreciate their roles in the AIP implementation and the challenges encountered by their communities.
- 4.7. The OoO inspected SFFRFM selling points to appreciate the progress of redemption of fertilizer and seed by beneficiaries.



OoO inspecting SFFRFM Selling Point in Karonga

- 4.8. The above processes led to a meticulous analysis of the situation and compilation of a Report on the preliminary findings of the systemic investigations which outlined the successes, key challenges and issues relating to the 2022/2023 AIP implementation.
- 4.9. On the basis of the findings, in 2023/2024 the OoO carried out follow-up Engagement Meetings with key stakeholders in the implementation of AIP, thus, SFFRFM, the Ministry of Agriculture, the Media, and the Parliamentary Committees of Agriculture, Legal Affairs and Public Appointments.
- 4.10. The OoO will use this report in a continuous stakeholder engagement process with all the relevant duty bearers, the primary of which is the Ministry of Agriculture, on the implementation of the directives in the Report.

5.0 THE ISSUES

In conducting the Systemic Investigations, the Ombudsman sought to address the following issues:

- 5.1. whether and the extent to which the farm inputs were accessible to beneficiaries;
- 5.2. whether there was transparency, accountability and responsiveness in the manner the AIP was implemented; and
- 5.3. whether there were any acts of maladministration in the implementation of the AIP: the Successes, the Irregularities and the Failures.



AIP Beneficiaries waiting to be served at a Selling Point in Salima

6.0 LITERATURE REVIEW

- 6.1. Farm inputs subsidies are not exclusive to Malawi. They are also available in Brazil, India and Nigeria among other countries (Souza & Albuquerque, November, 2023)¹¹ . It is important to understand the political economy of farm inputs subsidies. Holden (2019)¹² argues that farm inputs subsidies are typically introduced or scaled up at critical points in time, such as after droughts, and have thus been popular among those who have benefitted.
- 6.2. He further observes that it is very difficult for those in power to implement an exit strategy without committing political suicide adding that even scaling down can affect election outcomes. Holden further holds that political factors and the fact that many stakeholder groups attempt to influence the design and implementation of such programs, may lead to unclear and contradictory objectives.
- 6.3. He concludes that input subsidy programs that have been implemented primarily in the Sub-Saharan Africa since 2005 are far from living up to the theoretical ideas on which they were built, the fundamental reason of which is that they have been captured by elites who are able to reap the lion's share of the benefits and at the same time gain political support from the rural masses that hope to benefit from the subsidies.
- 6.4. In Brazil, which is the fourth largest food exporter in the world, small-scale farming in 2023/2024 Growing Season was expected to receive R\$ 8.5 billion in subsidies, representing 62% of all subsidies in the Brazilian Agricultural Plan (Souza & Albuquerque, November, 2023) . Souza & Albuquerque notes that the Brazilian government also set aside R\$ 5.1 billion in subsidies for corporate farming, bringing the total subsidies for family farmers plus medium and large producers in the 2023/2024 agricultural year to R\$ 13.6 billion.
- 6.5. The farm inputs subsidies however, take different formats. The Brazilian government for example, through the National Plan for Family Farming - PRONAF [Programa Nacional de Fortalecimento da Agricultura Familiar], facilitates credit lines for the smallholder farmers at subsidized interest rates of between 0.5 to 6 percent for the implementation, expansion or modernization of production (Souza & Albuquerque, November, 2023)¹³.
- 6.6. The Government of India also subsidizes agricultural inputs in order to

11 Souza, P. Z., & Albuquerque, A. d. (November, 2023). Family Farming in Brazil: Inequalities in Credit Access. Climate Policy Initiative.

12 Holden, S. T. (2019). Economics of Farm Input Subsidies in Africa. Annual Review of Resource Economics.

13 Souza, P. Z., & Albuquerque, A. d. (November, 2023). Family Farming in Brazil: Inequalities in Credit Access. Climate Policy Initiative.

- increase production (Grossman & Carlson, 2011)¹⁴ . Grossman and Carlson point out that the Government of India pays fertilizer producers directly in exchange for the companies selling fertilizer at lower than market prices. The two argue that while the subsidies help farmers produce enough food for sale and consumption in India, they are the most expensive aspect of India's food and agriculture policy regime, requiring a steadily larger budget share.
- 6.7. The African Centre for Biodiversity (Centre, 2016)¹⁵ counts up to 15 large scale farm inputs subsidy programmes implemented in Africa from 2000. Most of the countries like Nigeria are now running away from universal subsidies to targeted type of subsidies citing huge fiscal burden on governments (Alabi & Adams, 2020)¹⁶ .
- 6.8. In Malawi, general price subsidies coupled with subsidized credit were used in the 1970s and 80s in an effort to stimulate production of food crops but government abandoned the subsidies in 1990s following pressure from the World Bank through a Structural Adjustment Program. Following this removal of subsidies, Malawi suffered from a series of severe and persistent food crises in the years leading up to 1998 when the subsidies were reintroduced through what the government then called the Starter Pack Scheme (SPS) (Chibwana, Fisher, Jumbe, Masters, & Shively, -)¹⁷ .
- 6.9. Under the SPS, which later evolved into a TIP, all smallholder farmers in Malawi were entitled to a package containing sufficient fertilizer and seed to plant about 0.1 hectare of maize. The large scale FISP which later changed to AIP in 2020 was introduced in 2005 (Ibid).
- 6.10. There have however been questions on the efficiency and effectiveness of subsidies in the world, Africa and Malawi in particular as an instrument to ensuring food security. For instance the Malawi Vulnerability Assessment Committee (MVAC)'s Integrated Food Security Classification (IPC), reports indicate that 3.8 and 4.4 million people were food insecure in 2022 and 2023 despite the Malawi Government spending K160 billion in 2020/2021 and K142 billion in 2021/2022 Growing Seasons on AIP (MVAC, 2022, 2023)¹⁸ .
- 6.11. Within the 2022/2023 AIP implementation period, Malawi was gifted with 10 000 Metric Tons (MT) of fertilizer from Morocco which was processed

14 Grossman, N., & Carlson, D. (2011, March). Agriculture Policy in India: The Role of Input Subsidies. USITC [United States International Trade Commission] Executive Briefings on Trade.

15 The African Centre for Biodiversity, 2016. Farm Input Subsidy Programmes (FISPs): A Benefit for, or the Betrayal of, SADC's Small-Scale Farmers?

16 Alabi, R. A., & Adams, O. O. (2020). The Impact of E-Wallet Fertilizer Subsidy Scheme and its Implication on Food Security in Nigeria . African Economic Research Consortium .

17 Chibwana, C., Fisher, M., Jumbe, C., Masters, W., & Shively, G. (-). Measuring the Impacts of Malawi's Farm Input Subsidy Program.

18 MVAC, 2022, 2023. IPC Acute Food Insecurity Analysis, s.l.: s.n.

into 52 000 MT of fertilizer. The Russian Federation gave the Malawi Government 20 000 MT which also formed part of the AIP in the same year. Minister of Agriculture, Sam Kawale said the Government used K40 billion from AIP budget to process the Moroccan fertilizer to suit Malawian soil (Nation Newspaper, 2023). Despite such huge investments in AIP, the Department of Disaster Management Affairs (DoDMA) pegged the lean season food response programme to feed the 4.4 million hungry Malawians in 2023/2024 at K240 billion, which was 70 percent more than the AIP budget of the preceding year (Kapulula, 2023)¹⁹.

6.12. This is the case, yet the aim of AIP is to attain food security at national and household levels with an expectation of increasing economic well-being after selling the excess production (Ministry of Agriculture, 2023)²⁰. Furthermore, the continued huge investments in AIP does not appear to be in congruence with Malawi's overarching national development policy, i.e. the Agenda 2063 which calls for a departure from the conventional farm inputs subsidies stating that Government spending on agriculture shall move away from a bias of subsidies for maize inputs and procurement (NPC, 2020)²¹.

6.13. Chinsinga (-)²² points out that initially FISP, as AIP was then called, was credited for the production of maize above the national requirement of 2.1 million Metric Tonnes (MT) and especially in 2006/2007 when the country produced 53 percent surplus coming from a 43 percent deficit in 2005.

6.14. Unlike FISP, AIP does not include legume inputs. Despite its designed intention to offer seed for other cereals, such as rice and sorghum to farmers to cater for varied ecological realities, the implementation of AIP has focused exclusively on the distribution of maize seed due to the government's limited resources (Chinsinga B. 2021)²³.

6.15. Chinsinga further notes that there is evidence that the fertilizer subsidy programme has been exploited as a source of rent seeking activities in the award of procurement and transport contracts. The prospects of the country's agricultural sector running without subsidy support to smallholder farmers are unimaginable, not to mention the political consequences for the ruling party

19 Kapulula, P., 2023. Malawi needs K240 billion for lean season response. [Online] Available at: <https://malawi24.com/2023/09/27/malawi-needs-k240-billion-for-lean-season-response/>

20 Ministry of Agriculture, M. o., 2023. Affordable Inputs Programme 2023/2024 Implementation Guidelines, s.l.: Government of Malawi.

21 NPC, 2020. Agenda 2063, Page 14. s.l.:s.n.

22 Chinsinga, B. (n.d.). The Political Economy of Agricultural Policy Processes in Malawi: A Case Study of Fertilizer Subsidy Programme. Future agricultures.

23 Chinsinga, B., 2021. The Political Economy of Resilience and Adaptation in Malawi. Building Resilience and Adaptation to Climate Change

- (Chinsinga B. 2021)²⁴ . He therefore argues that the main issue, therefore, is not discontinuing subsidies, but rather on ways of improving the design and implementation of subsidy programmes so that they can contribute to the progressive and dynamic transformation of the country's agricultural sector.
- 6.16.Nyondo et al (2021)²⁵ highlights some challenges of subsidies. They state that subsidies crowd out other critical agricultural development investments, subsidized inputs are prone to diversion and leakage, there is poor targeting of beneficiaries, poor timing of input deliveries and high subsidy rates with low return on investment as some of the pitfalls of the programme.
- 6.17.Campbell, et al., (2023)²⁶ argue that fertilizer allocations to unproductive farmers is an inefficient and costly social protection mechanism. They argue that more productive farmers need to be targeted for fertilizer subsidies, adding that the least productive farmers are also likely to be the poorest of the poor who will need to be supported through other social protection measures.
- 6.18.In addition to the challenges highlighted by the authors above there have been many challenges reported in the media. The mismanagement and fraudulent activities associated with AIP, cuts across all levels, ranging from cases of the illicit purchasing of the commodities by vendors/middlemen to cases whereby some beneficiaries not using the commodities for their farms, and instead selling them off to other users.
- 6.19.One notable case of a lack of due diligence, mismanagement and misappropriation of public funds in the implementation of the 2022/2023 AIP was the reported payment of 750 million Malawi Kwacha to Barkaat Foods Limited of the United Kingdom, a firm which was a purported supplier of fertilizer. It was however established that the firm was a butchery and did not supply the fertilizer to the Government of Malawi. The money that was paid by the Malawi Government for the said transaction was reported to have been recovered with the intervention of the Attorney General Thabo Chakaka Nyirenda, when the issue was brought to light by the Agriculture Committee of Parliament (Chimjeka, 2023)²⁷ . Chimjeka quoted SFFRFM Chief Accountant, Watison Chirambo, as saying the money had finally reflected in the company's official account, but could not give evidence from the bank

24 Chinsinga, B. (2021). The Political Economy of Resilience and Adaptation in Malawi. Buliding Resilience and Adaptation to Climate Change.

25 Nyondo, C. J., Khonje, M., Mangisoni, J. H., Burke, W. J., Ricker-Gilbert, J., & Chilora, L. (2021, August). Lessons Learnt: Promises, Achievements, Shortcomings, and Pitfalls of Inputs Subsidy Programs in Malawi.

26 Campbell, B., Nyirongo, J., Botha, B., Duchoslav, J., Munthali, M. W., Nyondo, C., . . . Wollenberg, E. (2023). From input subsidies to compensating farmers for soil health services . Compensation Policy Brief

27 Chimjeka, R., 2023. SFFRFM confirms receipt of returned fertiliser money. [Online] Available at: <https://times.mw/sffrfm-confirms-receipt-of-returned-fertiliser-money/>

about the transfer. Chimjeka further reported that Chirambo said SFFRFM had sent all the documentation to the office of the Attorney General who confirmed to have received the documentation and said he wanted to seek approval from the bank before showing the documentation to the public.

6.20. Furthermore, on the issue of fraudulent activities, it was reported that over 700 bags of stolen Urea fertilizer belonging to the SFFRFM meant for the AIP were intercepted in Tete, Mozambique. Commenting on the development, SFFRFM Chief Executive Officer, Richard Chikunkhuzeni said his major concern was that the theft delayed distribution of the fertilizer (Chinoko, 2023)²⁸ .

6.21. In February 2023, a 45-year-old man Geva Chikola was arrested in Phalombe after being caught offloading ‘undocumented’ 600 bags of fertilizer at his warehouse. South Eastern Region Police Publicist, Edward Kabango said Chikola was arrested at Chiringa Trading Center adding that investigations were still underway (Malawi-Voice, 2023)²⁹ .

6.22. In January 2024, Police arrested a 27-year old Group Village headman Thunga in Ntcheu for allegedly conniving with some dealer to steal fertilizer of his subjects under the programme. Ntcheu Police spokesperson Jacob Khembo said the dealer allegedly collected K660 000 and National IDs from 44 beneficiaries promising that he would help them to buy NPK fertilizer. The Police Spokesperson pointed out that on 4th January 2024, the Group Village headman Thunga returned the money and identity cards to the owners telling them that they had failed to redeem the inputs, but when some of the beneficiaries took their cards to Sharpvalle AIP selling points to buy the fertilizer, they were told that they had already bought the inputs (Kang’ombe, 2024)³⁰ .

6.23. In the face of all this, the President of the Republic of Malawi, Dr. Lazarus McCarthy Chakwera is on record to have stated that Government would not abandon the AIP arguing that starvation would be even more expensive than importing fertilizers for the programme. The President made these remarks when he launched the 2023 AIP in Kasungu. He claimed that those calling for abandonment of AIP have steady sources of income and therefore can afford to buy food (Maulidi, 2023)³¹ .

28 Chinoko, C., 2023. 700 bags ‘stolen’ AIP fertiliser recovered. [Online] Available at: <https://mwntation.com/700-bags-stolen-aip-fertiliser-recovered/>

29 Malawi-Voice, 2023. Man caught offloading 600 bags of ‘AIP’ fertilizer at his warehouse. [Online] Available at: <https://www.malawivoice.com/.../man-caught-offloading.../>

30 Kang’ombe, B. (2024, January 20). Police have arrested 27-year old Group Village headman Thunga. Retrieved from Zodiak-Online.

31 Maulidi, C. (2023, October 21). Government will not abandon AIP, vows Lazarus Chakwera. Retrieved from Times Malawi: <https://times.mw/government-will-not-abandon-aip-vows-lazarus-chakwera/>

- 6.24. However, the Minister of Agriculture, Sam Kawale is on record to have recently stated that Government of Malawi plans to use the successes drawn from implementation of the NEEF loans to farmers as an exit strategy for AIP. Kawale further stated that the beneficiaries of AIP would be transitioned to access NEEF loans so as to start reducing the numbers for the AIP. He stated that most farmers who accessed NEEF loans for farming were expected to get bumper yields (Meki, 2024) .
- 6.25. In 2023 the MHRC, recommended to the United Nations (UN) Committee on Economic, Social and Cultural Rights to end the AIP on grounds of politicization and sidelining of people with disabilities.
- 6.26. Livingstonia Synod's Church and Society Programme has previously called on government to abandon the AIP, with its Executive Director, Rev. Mcbowman Mulagha pointing out that it is highly politicized and a breeding ground for corruption. Speaking during the 2024/2025 pre-budget consultations in Mzuzu, Reverend Mulagha suggested that the resources that are channeled to AIP be redirected to agriculture extension or mega farms to improve production (Malekezo, 2024) .
- 6.27. Malawi's development partners have also variously pointed out that the AIP was choking other viable investments within the agriculture sector (Phiri, 2023) . Phiri quoted a joint statement by the European Union (EU), and Government of Malawi following the Annual Agriculture Joint Sector Review saying *it is not a secret that, with over half of the public spending in the sector devoted to the input subsidy programme, there is not much left to invest in drivers of growth, such as irrigation, rural infrastructure, research and agricultural services, for which there is a need to rethink the allocations in the agricultural budget.*
- 6.28. Delays in the distribution of inputs under the AIP over the years are well documented. For example, in February, 2023, residents of Samson Village in the area of Traditional Authority (T/A) Thomas in Thyolo, marched to the office of Thyolo District Commissioner to demand money they had paid for the purchase of fertilizer under the AIP saying government had failed to supply them with the inputs (Sapuli, 2023)³⁶ .
- 6.29. Sapuli reported that the residents whose village borders Chikwawa and Nsanje had left their homes the previous day and walked to Thyolo District Council offices saying government had failed them.
- 6.30. The literature review essentially demonstrates that agricultural subsidies have been implemented across the globe with an intention to achieve different

36 Sapuli, D. (2023, February 9). Angry residents demand back money for AIP fertilizer in Thyolo. Retrieved from Malawi 24: <https://malawi24.com/2023/02/09/angry-residents-demand-back-money-for-aip-fertilizer-in-thyolo/>

socio- economic goals.

6.31. In Malawi subsidies are implemented to assist farmers in shouldering the cost of production, and ultimately increase food security and sustainability. These subsidies have proved to assist the worse off people in the social strata to attain food security, at household and national level.

6.32. However, the literature also presents undeniable evidence that these subsidies have eroded the countries' economies to a point where other sectors of development have been severely affected or choked. For the case of Malawi, largely, although the AIP assisted subsistence farmers to meet the cost of production, more and more people face hunger and need further government assistance.

6.33. Smart subsidies are nevertheless still subject to major political economy and implementation challenges and need further new thinking and theory, with ongoing action research seeking to constantly improve effectiveness and efficiency and to keep ahead of fraud and rent seeking.³⁷ However the risks of their diversion, capture and inefficiency also grow over time, and this poses major political and technical challenges.³⁸

37 Center for Development, Environment and Policy, University of London, School of Oriental and Development Studies, "Rethinking Agricultural Input Subsidy Programmes in a Changing World Paper prepared for the Trade and Markets Division, Food and Agriculture Organization of the United Nations Andrew Dorward, (April 2009)

38 Ibid



7.0 THE EVIDENCE GATHERED

7.1. Budgetary Allocations and Targeted Beneficiaries

- 7.1.1. According to the Ministry of Agriculture, the 2022/2023 AIP had an allocation of a total of MK109.4875 billion Malawian Kwacha (about \$215 million)³⁸. Of the MK109.4875 billion, MK97.5 was for fertilizer, MK8.75 billion for seed, MK0.5 billion for purchases of goats and MK2.7375 billion for logistics. The budget for logistics was then revised to MK4.468 billion in order to pay ADMARC and SFFRFM who distributed fertilizers to beneficiaries in 2021-22 season.
- 7.1.2. In the 2022/2023 AIP a total of 2,500,000 beneficiaries were targeted. Out of this figure 2,470,000 were to receive fertilizer and cereal seed, the remaining 30,000 from Chikwawa, Nsanje, Balaka and Rumphi districts were to receive goats.
- 7.1.3. The 2023/2024 AIP had an allocation of 117 billion Malawian Kwacha, targeting 1,500,000 people. The beneficiaries were meant to receive fertilizers and certified cereal seeds whilst some from Salima, Balaka and Phalombe districts would receive 2 female breedable goats.
- 7.1.4. According to the 2022/2023 AIP progress report furnished to the OoO, the identification of beneficiaries was done through farmers' organizations. A total of 15,122 farmers' organizations were documented with a membership of 4,814,874 farmers out of which 2,500,000 were selected as beneficiaries of the programme.
- 7.1.5. The 2022/2023 AIP Guidelines indicate that the database of farming households of Ministry of Agriculture is about 3.7 million. Out of this 297,138 farming households are being supported by Social Cash Transfer Programme (SCTP), under the Ministry of Finance and Economic Affairs; 435,000 farming households are being supported under Climate Smart Public Works implemented by the same Ministry of Finance and Economic Affairs; 79,500 farming households are supported by Agriculture Commercialization Project (AGCOM) and 85,000 farming households would be supported by Department of Land Resources and Conservation under Adaptation Fund.
- 7.1.6. The Ministry therefore remains with about 2,800,000 farming households that would be the eligible beneficiaries. However, farming households (FHH), under AIP in 2022/2023 season would be 2,500,000 beneficiaries. Out of 2,500,000 FHHs, 2,470,000 would receive fertilizer and cereal seed while the remaining 30,000 FHHs

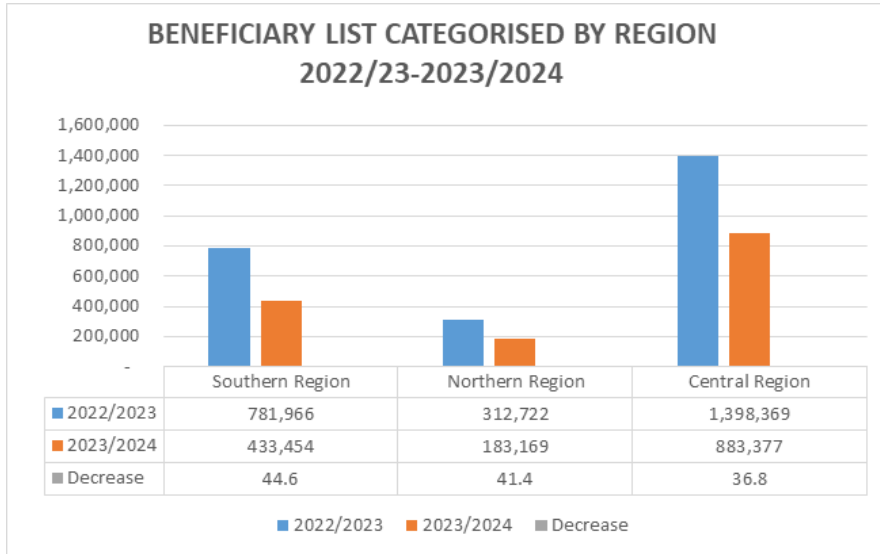
39 According to Reserve Bank of Malawi the exchange rate as of 2020 was \$1=K744

from Chikwawa, Nsanje, Balaka and Rumphi would receive goats.

- 7.1.7. The Ministry worked with the Department of Human Resource Management and Development DHRMD and National Registration Bureau (NRB) to screen out civil servants from the beneficiaries' list. Following the screening, a total of 15,659 beneficiaries, which included civil servants were removed from the beneficiaries' list. The total number of the remaining beneficiaries was therefore 2,493,058 of which 1,452,941 were female headed households and 1,040,117 were male headed households.
- 7.1.8. The targets in terms of the Ministry production were 2,483,532 beneficiaries for crop production (fertilizer and seed) and 9,526 beneficiaries for livestock (goats) production.
- 7.1.9. Furthermore, the Report indicates that the identification process experienced some challenges considering that the database of farmers' organizations was covering farmers' organisations while the AIP targets farming households.
- 7.1.10. According to the Ministry, the disparities led to the inclusion of more than one beneficiary per household. This was remedied by placing some households under AIP in other Government programmes such as SCTP.
- 7.1.11. During the 2023/2024 a total of 1,500,000 beneficiaries were targeted, out of which 1,490,250 were to receive fertilizer and cereal seeds. The remaining 9,750 from Balaka, Salima and Phalombe were to receive livestock.
- 7.1.12. Graph 1 below shows AIP Beneficiaries per District and ADD in terms of fertilizer and livestock targeted in 2022/2023 and 2023/2024 Growing Seasons.
- 7.1.13. As illustrated in the graph below, in the 2022/2023 Growing Season the Central Region had the highest share of beneficiaries (1, 398, 369) followed by the Southern Region which had half the number of beneficiaries as compared to the Central Region (781, 966), whilst the Northern Region had the least share of beneficiaries (312, 722).
- 7.1.14. In 2023/2024 Growing Season the Southern, Northern and Central Regions had 781,966, 312,722 and 1,398,369 number of beneficiaries respectively. In 2023/2024 Growing Season the number of beneficiaries were reduced in all the Regions, thus, the Southern, Northern and Central Regions had 433,454, 183,169 and 833,377 number of beneficiaries. This represented a decrease of 44.6%, 41.4% and 36.8% for Southern,

Northern and Central Regions respectively. Detailed information is available in **Appendix 1**.

Graph 1: Beneficiary List Categorized by Region 2022/2023-2023/2024

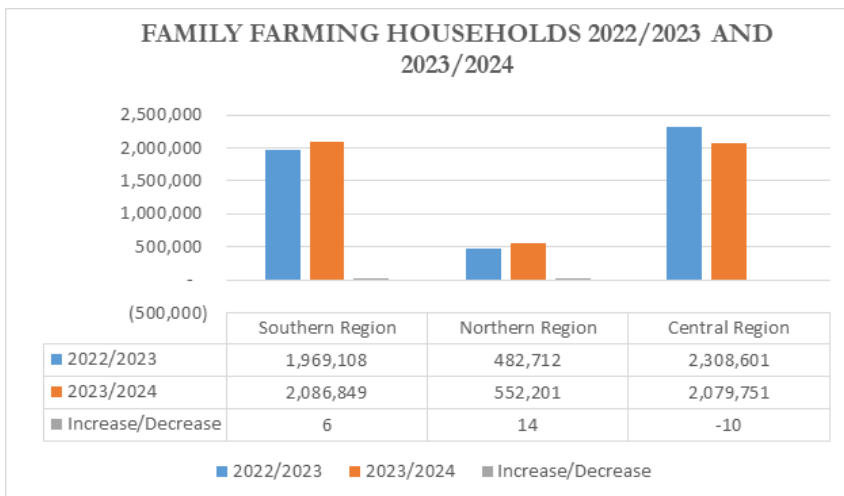


7.1.15. Graph 2 below shows Family Farming Households per district. Detailed information is available in **Appendix 2**.

7.1.16. As illustrated in the graph below, in 2022/2023 Growing Season Central Region had high number of registered FHH (2, 308, 601) followed by Southern Region (1, 969, 108) and Northern Region had the least FHH (482, 712).

7.1.17. In 2023/2024 Growing Season Southern Region had high number of registered FHH (2, 086, 849) followed by the Central Region (2, 079, 751) whilst the Northern Region had 552, 201 FHH. This represented an increase of 6% and 14% for Southern and Northern Regions respectively, whilst Central Region had a decrease of 10% of FHH in that particular Growing Season.

Graph 2: Family Farming Households 2022/2023 and 2023/2024



7.1.18. A further dissection of the Ministry of Agriculture budget share vis-à-vis the National Budget is as shown in the table below:

Table 1: Ministry of Agriculture National Budget Share

Financial Year	National Budget Estimates/ Expenditure	MOA Budget Estimates/ Expenditures	MOA National Budget Share
2017/18	1,422,800,000,000.00	173,067,864,949.00	12%
2018/19	1,454,800,000,000.00	108,177,260,471.00	7%
2019/20	1,737,200,000,000.00	184,608,271,651.00	11%
2020/21	2,347,100,000,000.00	246,510,632,134.00	11%
2021/22	1,994,946,296,761.00	264,238,486,683.00	13%
2022/23	3,357,507,072,485.00	352,682,939,121.00	11%
2023/24	4,332,288,855,106.00	393,444,411,603.00	9%

7.1.19. The table 2 below shows AIP/FISP Budget share vis-a-vis the Ministry’s Budget and the Ministry’s ORT Budget

Table 2: AIP/FISP Budget share to the Ministry Budget and the Ministry ORT Budget

Year	MOA Estimates/Expenditure	MOA Estimates/Expenditure Breakdown		AIP/FISP Estimates/Expenditure	AIP/ FISP MOA Budget Share %	AIP/ FISP MOA-ORT Budget Share %
2017/18	173,067,864,949.00	PE	6,456,704,650.00	33,150,000,000.00	19.15	30.58
		ORT	108,390,160,299.00			
		Development I	2,071,000,000.00			
		Development II	56,150,000,000.00			
2018/19	108,177,260,471.00	PE	6,647,648,525.00	41,250,000,000.00	38.13	78.71
		ORT	52,410,811,074.00			
		Development I	2,010,000,000.00			
		Development II	47,108,800,871.00			
2019/20	184,608,271,651.00	PE	7,521,529,248.00	35,500,000,000.00	19.23	66.69
		ORT	53,230,999,951.00			
		Development I	117,986,042,290.00			
		Development II	5,869,700,161.00			
2020/21	246,510,632,134.00	PE	8,107,176,119.00	160,169,000,000.00	64.97	103.74
		ORT	154,397,583,637.00			
		Development I	1,028,333,333.00			
		Development II	82,977,539,044.00			
2021/22	264,238,486,683.00	PE	6,411,220,568.00	168,818,000,000.00	63.89	84.92
		ORT	198,798,727,881.00			
		Development I	3,280,825,000.00			
		Development II	55,747,713,234.00			
2022/23	352,682,939,121.00	PE	8,177,490,038.00	208,961,403,313.63	59.25	109.40
		ORT	191,014,842,314.00			
		Development I	150,854,071,603.00			
		Development II	2,636,535,167.00			

Year	MOA Estimates/ Expenditure	MOA Estimates/Expenditure Breakdown		AIP/FISP Estimates/ Expenditure	AIP/ FISP MOA Budget Share %	AIP/ FISP MOA- ORT Budget Share %
2023/24	393,444,411,603.00	PE	10,548,098,376.00	109,817,000,000.00	27.91	73.44
		ORT	149,529,577,340.00			
		Development I	224,016,735,888.00			
		Development II	9,350,000,000.00			

7.1.19. The Table 3 below provides estimates/expenditure breakdown of each component of FISP/AIP during the seven years under review.

Table 3: AIP/FISP Farm Inputs and Logistics Estimates/Expenditure Breakdown

Year	AIP/FISP Estimates/Expenditures	AIP/FISP Estimates/Expenditure Breakdown			Expenditure- Estimates MK	AIP/FISP Component Share %
		Component	Estimates	Expenditure		
2017/18	33,150,000,000.00	Fertiliser	27,000,000,000.00	-	-	81.45
		Seed	5,150,000,000.00	-	-	15.54
		Livestock	-	-	-	-
		Logistics	1,000,000,000.00	-	-	3.02
		Arrears	-	-	-	-
2018/19	35,500,000,000.00	Fertiliser	27,000,000,000.00	-	-	76.06
		Seed	5,150,000,000.00	-	-	14.51
		Livestock	-	-	-	-
		Logistics	1,000,000,000.00	-	-	2.82
		Arrears	47,108,800,871.00	-	-	-
2019/20	35,500,000,000.00	Fertiliser	27,000,000,000.00	27,000,000,000.00	-	76.06
		Seed	5,400,000,000.00	5,400,000,000.00	-	15.21
		Livestock	-	-	-	-
		Logistics	600,000,000.00	598,000,000.00	(2,000,000.00)	1.69
		Arrears	2,500,000,000.00	2,500,000,000.00	-	7.04
2020/21	141,996,000,000.00	Fertiliser	119,468,000,000.00	119,340,000,000.00	(128,000,000.00)	84.13
		Seed	20,728,000,000.00	17,025,000,000.00	(3,703,000,000.00)	14.60
		Livestock	-	-	-	-
		Logistics	1,800,000,000.00	1,800,000,000.00	-	1.27
		Arrears	-	-	-	-
2021/22	141,988,000,000.00	Fertiliser	126,000,000,000.00	-	-	88.74
		Seed	12,250,000,000.00	-	-	8.63
		Livestock	-	-	-	-
		Logistics	3,738,000,000.00	-	-	2.63
		Arrears	-	-	-	-
2022/23	151,310,000,000.00	Fertiliser	139,541,000,000.00	181,345,970,736.27	41,804,970,736.27	92.22
		Seed	6,563,000,000.00	8,891,790,000.00	2,328,790,000.00	4.34
		Livestock	585,000,000.00	342,900,000.00	(242,100,000.00)	0.39
		Logistics	4,622,000,000.00	4,468,000,000.00	(154,000,000.00)	3.05
		Arrears	-	-	-	-
2023/2024	109,817,000,000.00	Fertiliser	102,000,000,000.00	-	-	92.88
		Seed	6,562,000,000.00	-	-	5.98
		Livestock	585,000,000.00	-	-	0.53
		Logistics	670,000,000.00	-	-	0.61
		Arrears	-	-	-	-

7.1.20. Table 4 below shows the records of expenditure⁴⁰

Table 4: Financial Support to AIP Stakeholders as outlined by the Ministry 2022/23 AIP Final Report

Stakeholder	Allocation (MK' BILLION)
Headquarters	0.485
District Councils	0.410
ADDs	0.154
Logistics Unit	0.130
SFFRFM	0.254
Malawi Police Services	0.020
National Intelligence Services	0.010
Information Cluster	0.023
Malawi Bureau of Standards	0.005
Anti-Corruption Bureau	0.010
Operation of ADMARC and SFFRFM in 2021/22 season	2.967
Total	4.468

7.2. Capacity and Level of Preparedness of SFFRFM

- 7.2.1. In November 2022, the OoO carried out monitoring and tracking of AIP through spot checks. This activity led to preliminary findings, which were subsequently shared with the Ministry. The findings were as follows:
- 7.2.2. SFFRFM was the sole company that was entrusted with the task of distributing fertilizer under AIP for the 2022/2023 Growing Season. There was no stocking of fertilizer at ADMARC depots as announced at the launching ceremony of the AIP by the Ministry.
- 7.2.3. Further, SFFRFM did not have adequate human resource capacity, as a result 1 SFFRFM staff member (or 1 person hired in that respect), was tasked with the responsibility of handling 4 different phones for different Extension Planning Areas (EPA).



An SFFRFM Officer attending to beneficiaries at a selling point

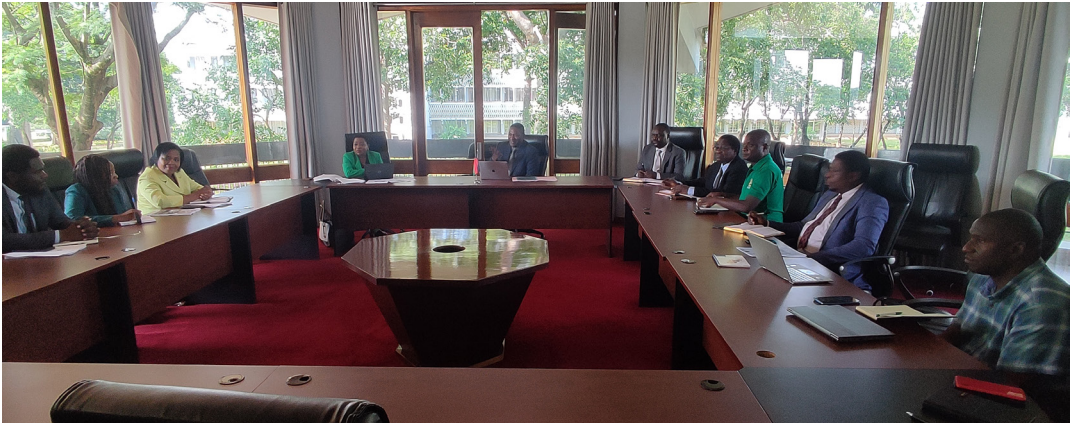
- 7.2.4. In light of these preliminary findings, the OoO sought responses from the Ministry and SFFRFM on whether the SFFRFM had the capacity in terms of numbers of human resource to meet the demand for selling of inputs under AIP; their level of preparedness in terms of the measures that they had put in place to ensure that the process of distribution of AIP commodities is not under-resourced in terms of personnel and selling points; the justifications for the withdrawal and reduction of number of beneficiaries for the livestock distribution programme in Nsanje and Balaka districts, without communicating to the intended beneficiaries.
- 7.2.5. SFFRFM's response dated 14th December, 2022, was that it was only implementing the AIP on behalf of the Ministry and all policy issues are the responsibility of the Ministry.
- 7.2.6. Accordingly, the Ministry furnished the following responses: that in terms of the level of preparedness for the 2022-23 AIP season, selling of AIP fertilizer was being done by SFFRFM following the cancellation of tender number SFFRFM/2022/2023/01 due to budgetary constraints; SFFRFM had opened 195 permanent and temporary selling points across the country. In addition to the 195 selling points, SFFRFM was using mobile vans to reach out to beneficiaries in hard-to-reach areas. In each EPA there was at least a selling point which was complemented by the mobile van sales; originally it was designed that SFFRFM would have one Sales Clerk per selling point. However, the plan changed after the Ministry received 256 interns from the Ministry of Labour. The Interns were used to beef up staffing levels at selling

points. This enabled the SFFRFM to have a minimum of 2 officers per selling point. The Interns were also meant to assist in the mobile van retailing, so that more beneficiaries were reached closer to their localities.

- 7.2.7. In addition to the 195 selling points and the mobile van retailing, the Ministry stated that it was also exploring the possibility of using ADMARC structures in the distribution of the AIP fertilizers. To this end, ADMARC had surrendered some of its structures to be used for this purpose. However, since this arrangement requires budgetary support, the Ministry engaged the Ministry of Finance to see how the same could be achieved.
- 7.2.8. On further engagement with the Ministry of Agriculture on the issue of budgetary allocation and disbursements, the Ministry indicated that it faces critical challenges on funding, which affects the timely implementation of the AIP across the entire supply chain. The Ministry cited the example of the delay in funding from the Ministry of Finance, Treasury for the 2023/24 Growing season whereby Treasury did not timely fund the Ministry as per the approved budget. Furthermore, the Reserve Bank of Malawi equally failed to timely provide the equivalent forex for the procurement of the fertilizer. Thus, even though the Ministry had finalised all the preparatory works, including processing all the procurement approvals by July 2023, the delays at the levels of the Treasury and RBM greatly affected the timely delivery of the AIP inputs.



Hon. Minister of Agriculture, Mr Sam Kawale and Hon. Ombudsman Mrs Grace Tikambenji Malera during an interfacance Meeting on AIP



Meeting between OoO, Minister and Officials of Ministry of Agriculture and SFFRFM Representative

7.3. Withdrawal and Reduction of Number of Livestock Beneficiaries

- 7.3.1. Through the spot checks, the OoO established that the number of beneficiaries for the livestock distribution programme in Nsanje and Balaka districts had been reduced, and that some beneficiaries had been withdrawn, without communicating to the intended beneficiaries.
- 7.3.2. This issue was raised with the Ministry, who informed the OoO that the 2022-2023 AIP Livestock Programme was designed to cater for beneficiaries in 2 districts only, thus, Balaka and Rumphi. A total of 10, 500 beneficiaries were earmarked for the programme at a total cost of 0.585 billion Malawi Kwacha. 6300 goats were to be distributed to Balaka District whilst 4200 goats were meant for Rumphi District.
- 7.3.3. The Ministry, however, was of the view that there was need to increase the number of beneficiaries under this component of the programme by including Nsanje and Chikwawa districts that were targeted in the previous season. The Ministry of Finance was therefore engaged to consider allocating funding for the 2 additional districts.
- 7.3.4. It transpired, however, that there was no budget line to accommodate the increase, as such the process of including Nsanje and Chikwawa districts under this component of the programme was halted. In the end, the Ministry reverted to the original plan of distributing goats to 10,500 beneficiaries as per 2022/2023 budget. They further stated that all District Councils and Agriculture Development Divisions (ADDs), concerned were communicated to on 15th November, 2022, with the understanding that the District Councils would communicate to the affected beneficiaries.

7.4. Registration of Civil Servants as AIP Beneficiaries

- 7.4.1. In the course of the systemic investigation, the OoO received a complaint on the allegations of the registration of over 70 Blantyre Rural Development Programme (RDP) staff members, as beneficiaries of AIP and yet as civil servants they were not qualified to be AIP beneficiaries.
- 7.4.2. The Ministry stated that when they had completed the beneficiary identification and registration process, through farmer organisations, the database was sent to the DHRMD, for them to screen out civil servants that could have been registered. DHRMD screened out the civil servants that were registered under the programme and the report on the same was sent to the Ministry. The number of civil servants found were removed from the AIP beneficiary database. After the DHRMD screening exercise, communication of the outcome was sent to all concerned District Councils through their ADDs and for Blantyre ADD the letter was sent on 24th November, 2022. Specifically, on the allegation that 70 workers under Blantyre RDP were included as beneficiaries, the Ministry undertook to follow up the matter to its conclusion.
- 7.4.3. When the OoO followed up on the allegation, the Ministry responded that they screened out a total of 3, 360 civil servants out of whom Blantyre alone was 941.

7.5. Involvement of Members of Parliament in the Distribution of Inputs

- 7.5.1. In the course of the spot checks, the OoO noted that MPs were engaged in the collection and distribution of inputs. The OoO engaged the Ministry on the matter where it was established that the main problem that led to recourse being had to the MPs for transportation was the rate of payment that was used to pay transporters. Initially, the rate was pegged at K135/ton/kilometre which resulted in the low turnout of transporters. The rate was later revised to K150/ton/kilometre. Despite the revision of the rate, there was only a slight improvement in the turnout of transporters.
- 7.5.2. During the OoO's engagement with the Ministry in November 2023, the OoO was furnished with a copy of their minutes of the 29th meeting of the Internal Procurement and Disposal Committee, held on 11th December, 2022, which discussed consideration of provision of transport services through public mobilisation. It was stated in the Minutes that SFFRFM engaged transporters for the 2020-2021

Financial Year which expired in December, 2021. The SFFRFM submitted a request for extension of the contracts rates to the Public Procurement and Disposal of Assets Authority (PPDA) after expiry of the contracts. The Ministry reported that some documents were not submitted, which made it difficult for the PPDA to approve the request. The Ministry then decided to restart the procurement process through Public Mobilisation of transporters. The Ministry therefore sought approval from the Ministry of Transport to consider using special rates for the AIP having noted that Plant & Vehicle Hire and Engineering Services, did not have provision for vehicles above 15 Tonne whilst the Ministry was looking for 10-to-30-ton vehicles.

- 7.5.3. The Ministry on behalf of the SFFRFM proposed the rates as outlined in the table below:

Table 5: AIP Transportation Proposed Rates

ROAD TYPE	PROPOSED RATES
All weather roads	MK130/Ton/Km
Seasonal roads	MK135/Ton/Km
Shunting	MK9, 000/Ton

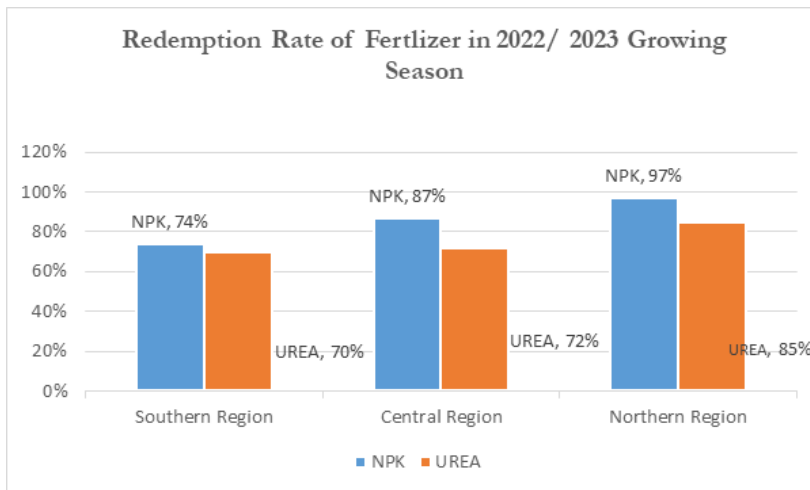
- 7.5.4. It was further stated in the Minutes that the Ministry of Transport then approved the proposed rates as they were reflective of the market prices. It was agreed that when responding to the request for quotations, transporters should indicate their preferred region of operations. It was further agreed in the Minutes that for all transporters to be eligible, they should provide vehicle registration certificate, motor vehicle insurance, certificate of fitness, goods-in-transit insurance, and road permit, copy of business registration and Police clearance /vetting. After the meeting the proposed rates were adopted on condition that they would be used for a period of 3 months from the date of the contract signing and for the purposes of the AIP only.
- 7.5.5. Due to the low turnout of the transporters, the Ministry faced transportation challenges. The Ministry, engaged Malawi Defence Force and other Government Agencies to assist in the transportation of the farm inputs, in order to alleviate the problem, and this was not very successful. The Ministry started receiving complaints from the MPs, and as a result the Ministry reached out to the MPs that those with transport could assist as well as identifying transporters in their respective constituencies to transport the farm inputs. The Ministry stated that the MPs were engaged like any other transporter and were hired at the commercial rates that were used across the board.

- 7.5.6. According to the Ministry, this arrangement received a positive response from most MPs, as it guaranteed the supply of inputs in their respective areas, and the arrangement was at no cost to the MPs. During the engagement some MPs stated that, they only came in to save what was a chaotic situation degenerating into a crisis. Further, the MPs stated that it was first of its kind for them to be directly involved in AIP logistics and that they did not like it, and would not want the same to be repeated in future. Some MPs said that there was no formal communication but they dived in after observing the transportation challenges.
- 7.5.7. In addition, some MPs stated that some of them were of the view that the AIP fertilizers were concentrated in one region and they had to be on the ground to ensure their constituencies were served as well. Others stated that it was a bad experience and they would not wish to see it happening again.
- 7.5.8. In the same vein, some MPs stated that in as much as the program is draining the tax payers' resources and yet fails to deliver on its objectives, there is need for a systematic approach in phasing it out. Others stated that the Ministry should not be directly involved. Others were of the view that SFFRFM and ADMARC should be empowered and capacitated to deliver AIP.
- 7.5.9. Prior to the engagement of the MPs, the OoO was informed by the Ministry on 12th February, 2024 that the AIP taskforce was composed of Directors from the Ministry, Representative of Seed and Fertilizer Suppliers, Agro Dealers Association, Donor community on Agriculture and food Security, Logistics Unit, Anti-Corruption Bureau (ACB), Malawi Bureau of Standards, Civil Society Organisations, Farmers Union of Malawi and Oxfam. Apart from the AIP taskforce, there was also a Ministerial taskforce which comprised Ministries of Agriculture, Transport, Local Government and Rural Development, Trade and Industry, Finance, Foreign Affairs and Information and Digitization.

7.6. The Redemption Rate of Inputs

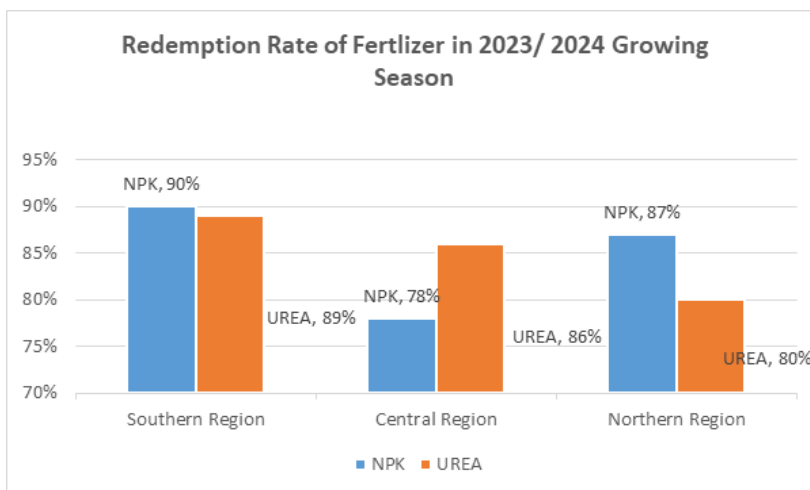
- 7.6.1. The Ministry's Final Programme Implementation Progress Report of March, 2023, provides the redemption rate of fertilizer. The Graph below illustrates the redemption rate. Detailed information on redemption rate is provided in **Appendix 3** to this Report.

Graph 3: Redemption Rate of Fertilizer in 2022/2023 Growing Season



7.6.2. In the 2023/2024 Growing Season as at 10th February, 2024 the redemption rate was as illustrated in the Graph below disaggregated by region. For more details, refer to **Appendix 4** to this Report:

Graph 4: Redemption Rate of Fertilizer in 2023/2024 Growing Season



7.6.3. At national level, the Ministry stated that redemption rate was at NPK 93% and UREA 81%.

7.6.4. On Livestock (female goats), the Ministry stated that the retailing of goats was closed on 17th March, 2023. At this time 15,096 goats out of 16,451 goats were redeemed by programme beneficiaries representing 93.49% which is higher as compared to same time last season, when it was 87.6%. This was supplied and retailed by 50 suppliers and 16 failed to supply even a single goat.

7.7. Grievance Redress Mechanism

7.7.1. According to the Progress Report the AIP put in place a grievance redress mechanism through the Toll-free Number 3013, which uses both TNM and Airtel numbers. The toll-free system registered a total number of 17,154, as shown in table 6 below.

Table 6: Number of Complaints Registered through Toll Free Line according to months

Months	Number of calls
December	8,400
January	6,124
February	2,430
March	200
Total	17.154

7.7.2. The issues from these calls were summarized as below:

1. Farmers complaining that many SFFRFM shops were opened late and were far away from their villages, leading to a lot of money being spent on transportation.
2. Incidences of some traditional leaders, police officers, guards and retailers asking beneficiaries to give them money or a half bag of fertilizer as a thank you.
3. Redemption of both inputs did not start in time in some districts.
4. Instead of scanning all of the beneficiaries' IDs, SFFRFM staff on mobile vending were picking a few beneficiaries from the village.
5. There were no maize seed suppliers in some centres or neighbouring trading centres.
6. Incidences where some Police officers and Retailers were demanding farmers to pay extra (MK5,000 / MK10,000 / MK15,000) per bag so they could be served earlier than others.
7. Most callers were scared of the SFFRFM mobile market arrangement, so they called to get assurance.
8. Farmers asked about the price of seed, they thought that the seed packet (5kg) was at K5000.
9. Some callers were using toll free line to report on the disasters (outcome of the cyclone Freddy).
10. Most callers from the Southern Region used toll free line to report on the corrupt practices happening during distribution of relief item in camps.

7.7.3. During the 2023/2024 Growing Season the same toll-free number 3013

was used. During the December 2023 spot checks some beneficiaries stated that they were not aware of the toll-free number while those who were aware complained that the toll-free number was not reachable and in other cases it was not being picked up.

- 7.7.4. When OoO enquired from the Ministry as to the non-responsiveness they stated that the Ministry was having technical problems with the Airtel line but the Telecom Network Malawi (TNM) line was working perfectly.
- 7.7.5. In the 2022/2023 Growing Season the Ministry confirmed that they experienced glitches in the mobile network but said that they were continuously working on rectifying it. In 2023/2024 when OoO contacted them through the 20th December, 2023 letter on persistence of the same challenge, the Ministry responded through a letter dated 21st December, 2023 in which they stated that they regard the challenge as a minor and temporary one which was being addressed as users continue to use the application with the help of the Information Communication Technology (ICT) staff at the Ministry.

7.8. The Role of the Smallholder Farmers Fertilizer Revolving Fund

- 7.8.1. The OoO engaged the SFFRFM on 10th November, 2023, on the following issues: the specific roles of SFFRFM in the 2022/2023 and 2023/2024 growing season; the quantity of fertilizer SFFRFM procured for the 2022/2023 Growing Season and how much was distributed against the target; the level of involvement of SFFRFM in the issue of fertilizer donated to Malawi Government by the Russian Government; the claims raised by some MPs on redirecting of fertilizer for distribution in Southern Region to Central Region; the level of interaction between SFFRFM and MPs; the claims of political interference in the programme; constraints to effective distribution; consideration for vulnerable groups and grievance redress mechanism.
- 7.8.2. On the role of SFFRFM in the 2022/2023 Growing Season, SFFRFM stated that their role in the AIP was defined in the Memorandum of Understanding (MOU) that was signed between themselves and the Ministry. The MOU divided SFFRFM's key assignments into 4 categories as follows; facilitation of the procurement of fertilizer; provision of warehousing services; distribution of fertilizer to selling points and retailing of the fertilizer.
- 7.8.3. SFFRFM stated further that the nature of the relationship between them and Ministry is that SFFRFM is an implementing agent of the

AIP on behalf of the Ministry and that SFFRFM implements the programme based on instructions and approvals from the Ministry.

- 7.8.4. On the issue of the quantity of fertilizer SFFRFM procured and distributed for the 2022/2023 Growing Season, SFFRFM stated that the target was to procure 247,740 MT but they only managed to procure 196,548 MT
- 7.8.5. SFFRFM further explained that not all the fertilizer that was procured was distributed at the time the Ministry instructed them to stop redemption for the season. This was the case due to late commencement of redemption processes. However, since they had already procured more fertilizer which was in transit and arrived after the cut-off point, it was carried forward to the next growing season 2023/2024. The quantity carried forward was 16,000 MT. This carried over fertilizer was reported in the 2024 Guidelines that it was distributed in the 2023/2024 Growing Season.
- 7.8.6. On the issue of the Distribution Strategy, SFFRFM explained that their distribution model was that suppliers would deliver the fertilizer to their three main warehouses in the 3 regions which are Chirimba in Blantyre, Kanengo in Lilongwe, and Luwinga in Mzuzu. From the warehouses, the fertilizer would be distributed to various selling points across the country in line with the distribution matrix provided by the Ministry. Delivery to the selling points was done by contracted transporters. SFFRFM furnished the OoO with a copy of the contract in which one of the terms was that SFFRFM shall pay the Transporter for the goods carried and delivered at prescribed rates.
- 7.8.7. They further mentioned that they had a donation of fertilizer from Morocco. According to SFFRFM, the fertilizer could not be used until some nutrients were added to it and this was done by the two blending companies in Malawi, OPTICHEM and Malawi Fertilizer Company in Liwonde, and almost 50 tons were produced. The fertilizer was not taken to the three main warehouses, instead it was distributed directly from the companies to various parts of the country, for instance, some were sent to Machinga via train and some was sent to Chitipa. The distribution of the fertilizer was done according to EPAs.
- 7.8.8. Regarding the level of SFFRFM involvement in the fertilizer donated to Malawi by Russia, SFFRFM stated that Russia donated 19,600 metric tons to Malawi. SFFRFM was informed by the Ministry that this fertilizer was coming in through the World Food Programme (WFP), and they were asked to prepare storage space in their warehouses.

When the fertilizer was delivered, SFFRFM stored it, accounted for it and distributed it to beneficiaries. The formulation of the fertilizer was slightly different, as such the Ministry instructed that they had to distribute it to specific districts depending on the soil map. Part of it was distributed in the 2022/2023 season while part of the fertilizer was carried forward for distribution in the 2023/2024 Growing Season. The stock that was carried over to 2023/2024 was 3709.1 tones.

- 7.8.9. On the speculations that the fertilizer was incompatible with the soil in Malawi, SFFRFM explained that they consulted the Chitedze Research Station, which established that the fertilizer could be used in most parts of the country and that there was also positive feedback from the farmers who had used the fertilizer during the 2022/2023 season in terms of its performance to the crops.
- 7.8.10. On the claim by some MPs that fertilizer that was meant for the Southern Region was taken to the Central region, SFFRFM explained that the claims were not true. According to them, the fertilizer arrived late and there was some rationing and they were following the distribution matrix that was provided.
- 7.8.11. On the level of interaction between SFFRFM and MPs particularly on transportation of fertilizers, SFFRFM explained that MPs were engaged through their Regional Managers. Some MPs even facilitated the provision of transportation because SFFRFM had transportation challenges, as transporters preferred carrying relief maize for DoDMA, as opposed to transporting the fertilizer because DoDMA paid higher rates than SFFRFM. According to their mandate, SFFRFM is not supposed to engage with MPs, it is the duty of the Ministry to do so. MPs came in just because of the chaos that was there.
- 7.8.12 In addition, SFFRFM explained that it was the Ministry that made communication to the MPs who were willing to facilitate the transportation of the fertilizer that they were welcome to do so. The communication was made in Parliament. Any MP who provided transportation signed a contract with the SFFRFM and they were paid for that service.
- 7.8.13. Explaining on the issue of political interference, SFFRFM stated that they tried their best to be fair and avoid political interference. In addition, they explained that the 2022/2023 season was faced with a challenge of inclusion of politicians in the AIP Task Force.
- 7.8.14. On the use of Interns assisting as Sales Clerks, SFFRFM stated that

the programme in 2022/2023 was not normal as far as the SFFRFM's involvement was concerned. The SFFRFM was informed at the eleventh hour that they were the sole implementer of the Programme. Thus, they reorganized themselves within a short period to execute the whole Programme.

- 7.8.15. Since they were understaffed and considering at the work ahead of them, they floated adverts for temporary Sales Clerks, but they failed to recruit the required numbers due to the required set minimum qualifications and challenges remained even after lowering the qualification. It was at this point that during one of the ministerial task force meetings on AIP, the issue of the Interns was raised. A resolution to recruit the Interns from the Ministry of Labour was thus made.
- 7.8.16. The Interns were inducted, but most of them never showed up as they preferred to be located in urban areas. This meant that the rural selling points were challenged with understaffing to the point that some MPs proposed to mobilise people from their constituencies to assist the Sales Clerks.
- 7.8.17. SFFRFM explained that the use of Interns did not improve efficiency or effectiveness in service delivery since they lacked experience and skills while others were seeking preferential treatment.
- 7.8.18. SFFRFM further stated that there were some delays in reaching out to the farmers with the farming inputs since they were overstretched, thus affecting service delivery in general and it took them long to reconcile the stocks after the end of the season.
- 7.8.19. On the issue of special consideration for vulnerable groups such as persons with disabilities and women, SFFRFM explained that they conducted mobile markets to get as close to the people as possible. This was to ensure that the vulnerable do not travel long distances to access the inputs.



Women waiting to be served at a mobile market for AIP

7.8.20. On grievance redress mechanisms put in place to address complaints by the beneficiaries, SFFRFM indicated that there was a toll-free number. Further, that it is the responsibility of the Ministry, as they are responsible for setting up such structures and procedures. SFFRFM is only an implementing partner, and would not be in a position to respond on this.

7.8.21. SFFRFM explained that one key thing that affects the AIP is timing of the Programme. The timelines for various activities were affected because the whole programme started late.

7.8.22. In addition, SFFRFM indicated that the issue of financing is another major challenge. They stated that there was late financing and that disbursement of funds is done in Malawi Kwacha and not the foreign currencies used for the procurement of the fertilizer, thus with the challenges of forex in the country, this becomes a problem for suppliers to import fertilizer. This led to others wanting to pull out.

7.9. Issues from spot-checks

7.9.1. The OoO carried out spot checks in all the Districts of Malawi except for Likoma, in December 2022, March and December 2023, in order to monitor the implementation of the AIP in terms of effectiveness efficiency, responsiveness and quality of the service delivery. The following evidence was gathered from the spot checks:

7.9.2. Identification of Beneficiaries

7.9.2.1. In 2022/2023 Growing Season, the District AIP

Coordinators stated that the identification of beneficiaries was done through Farmers' Organizations that were formed with the guidance of the District Agriculture Offices. Members of the Farmers' Organisations were advised to identify from among themselves possible beneficiaries using the guidelines provided by the Ministry. The District Agriculture Offices collected the names of possible beneficiaries from the Farmers' Organisations and submitted them to the Ministry. The Ministry was responsible for the selection of the beneficiaries.

- 7.9.2.2. The District Agriculture Officers in some districts pointed out that the farmer clubs' formation was done in a hurry and without harmonization of the details with the requirements of the AIP. In Zomba, for example, Farmers' Organisations were not effective in the district although beneficiaries were registered using the same. It was stated that Farmers' Organisations are supposed to be self-formed, but in the case of AIP, members were compelled to form Farmer Organisations for the purposes of receiving the inputs. Some members were not aware of the Farmer Organisations which they belonged to and leaders did not know their roles. When redeeming inputs, most beneficiaries did so as individuals. The few beneficiaries who redeemed the inputs as Farmer Organisations contributed the money used to purchase the inputs and shared the inputs accordingly.
- 7.9.2.3. Some Agricultural Extension Development Officers (AEDO), stated that lack of resources such as phones and data bundle contributed to delays in registering the beneficiaries in Ntcheu. As such, they resorted to using their own phones which did not have the capacity to handle huge amounts of data. The late registration of beneficiaries further led to the delay of the whole process, including opening of selling points.
- 7.9.2.4. According to the 2023/2024 AIP Guidelines, the Ministry came to a realization that in the previous seasons beneficiaries could be listed on multiple government safety net programmes such as Climate Smart Public Works (CSPW), SCTP and AGCOM because the identification process targeted all farming households. The 2023/2024

AIP season targeted productive farmers as compared to farmer clubs’ model of identification that was used in the 2022/2023 Growing Season. The following aspects collectively provided the operational definition of a ‘productive farmer’ with respect to crop and goat production:

Table 7: Factors for consideration in identification of beneficiaries

Factor for consideration	Crop	Goat
Has an access to land of about 0.4 hectares	<input type="checkbox"/>	<input type="checkbox"/>
Ready to contribute more to fertilizer on the commercial market	<input type="checkbox"/>	<input type="checkbox"/>
Belongs to farmer organization	<input type="checkbox"/>	<input type="checkbox"/>
Does not receive support from other programmes/projects	<input type="checkbox"/>	<input type="checkbox"/>
No history of selling farm inputs support	<input type="checkbox"/>	<input type="checkbox"/>
Is a citizen of the community	<input type="checkbox"/>	<input type="checkbox"/>
Willing to rear goats	×	<input type="checkbox"/>
Willing to construct a Khola before accessing the goats	×	<input type="checkbox"/>

- 7.9.2.5. The identification of AIP beneficiaries was done centrally and the data was collected with respect to the criteria presented above.
- 7.9.2.6. During the Spot Checks in December 2023, OoO engaged Agriculture officials on how the identification of beneficiaries was done. They stated that initially, the Ministry had no single data set that could define productive farming households, as such, the Ministry through technical support from Presidential Delivery Unit (PDU) specifically, Tony Blair institute (TBI), harmonized the available four data sets (AIP, Unified Beneficiary Registry (UBR), Farmer Organisation’s Data and National Agriculture Management Information System), to come up with a data set which would help in capturing potential AIP beneficiaries. The data set was then presented to the Ministry’s ICT section, which developed an application to facilitate the updating and validation of harmonized data set to come up with validated household’s database.

- 7.9.2.7. According to the Ministry, for the AIP they use their own data as managed by the Ministry's internal ICT section because when they attempted to use the UBR it was noted that the data in the UBR was not yet consolidated and it is years behind schedule. This challenge with the UBR therefore creates the risk of duplicity in targeting of beneficiaries as other social protection programmes also use their own data for identification of beneficiaries, for example the social cash transfer programme implemented by the Ministry of Gender, Children and Social Welfare, as well as other social protection programme funded by development partners and implemented by International and National NGOs.



Meeting between OoO and District Agricultural Officials in Dowa

- 7.9.2.8. The process of data collection for identification of AIP beneficiaries was carried out at different times in different villages. According to some beneficiaries, data collection and verification exercises were carried out between April and October 2023. For instance, in the Central Region the OoO's Spot Checks established that the earliest data was collected in April, 2023 in Bisikopi village, TA Mkanda in Mchinji while the latest data was collected in October 2023 in Mphungu Village, TA Ndindi in Salima.
- 7.9.2.9. In the Southern Region, it was stated by the District Agriculture Officer that the beneficiary identification was

done centrally through a consolidated database, however, agriculture offices at district levels, conducted verification exercises between July and August, 2023 to update the existing data for farmers.

- 7.9.2.10. In the Northern Region, verification of beneficiaries was undertaken by AEDOs in the months of September and October, 2023.
- 7.9.2.11. At Kafulama, Bisikopi, Gomani, and Mkanda Villages in Mchinji; Mphunga and Kapichika villages in Salima; Poni village in Kasungu and Chikho, Visambo Mndindaachoke and Chithonje villages in Ntchisi beneficiary data was collected by AEDOs in collaboration with traditional chiefs and AIP Committees. At Lameck and Mzeremere villages in Mchinji and Kandowe village in Salima, beneficiaries stated that data collectors only collected their national IDs without asking any questions. The beneficiaries stated that as such, some national identity cards went missing.
- 7.9.2.12. It was reported by beneficiaries and Ministry officials that in both 2022/2023 and 2023/2024 Growing Seasons some villages and sections were missing. In 2022/2023 an officer from Ntcheu District Agriculture Office stated that, in Nsipe EPA, a whole village was omitted and none from that village benefited from AIP 2022/2023 Growing Season. Similarly, in Machinga it was stated that screening process by the Ministry left some villages in the district with very few or no beneficiaries. When they inquired from the Ministry, they were informed that AIP secretariat would look into the matter. However, there was no feedback.
- 7.9.2.13. During the spot checks in December 2023, Agriculture Officers and District Commissioners (DCs) stated that there were rampant cases where very few or no beneficiary appeared on the beneficiary list. In some cases, the entire village and/or section were omitted from the beneficiary registers. For instance, Group Village Head Mwangolera in Karonga, 11 GVHs in Phalombe, GVH Kadzuwa in Thekerani and GVH Senseliwa and Mchelera in Machinga were completely left out. In addition, GVH Nyezelera in Phalombe was given only 3 beneficiaries and in GVH Namasalima, T/A Njema, Mulanje, with only four

beneficiaries.

- 7.9.2.14. When the OoO asked the DCs and Agriculture Officers on the course of action that was taken regarding the missing villages and section, they stated that when they engaged the Ministry they were just told to compile the missing villages and sections and submit to the Ministry, but at the time of the Spot Checks none of the DCs or Agriculture Office had received feedback on the submission despite several follow ups.
- 7.9.2.15. Beneficiaries also stated that in some instances some households had two or three members included on the beneficiary list for AIP, for example at Malomo in Ntchisi some households had two people benefiting from the AIP. In other cases, some beneficiaries benefited from other safety net programmes for example, in TA Mlonyeni at Tembwe Selling point, Mchinji beneficiaries pointed out that they also benefited from SCTP. In scrutinizing the information that the OoO sought from the districts, it was also found that in Dowa East, for example, 6 beneficiaries are benefitting from both DoDMA Relief Maize and AIP. In Lilongwe under Traditional Authority Chadza 4 people are benefitting from both DoDMA Relief Maize and AIP and in Karonga under Wasambo Area, 5 people are also benefitting from both DoDMA Relief Maize and AIP. The same applies to Mwanza where 3 people are also benefitting in the same way.
- 7.9.2.16. District Agriculture officers stated that they received a beneficiary list from the Ministry between end October and early November, 2023. The lists were given to the Agricultural Extension Development Coodinators (AEDCs) who took them to the selling points.
- 7.9.2.117. In 2022/2023 Growing Season, some livestock beneficiaries in Balaka expressed concern that they were not given opportunity to choose between fertilizer and livestock. They stated that they would have preferred to receive fertilizer to livestock.

7.9.3. **Commencement of the AIP.**

- 7.9.3.1. During the 2022/2023 and 2023/2024 Growing Seasons,

the OoO interacted with beneficiaries, District Agriculture Officers and SFFRFM Sales Clerks on the commencement of the AIP. In 2022/2023 in most districts, both beneficiaries and SFFRFM Sales Clerks stated that the selling of inputs under AIP started late. For instance, in Balaka District, Balaka market input redemption started on 30th November, 2022 followed by Ulongwe market on 1st December, 2022. This was when the rain season had already begun and crops had already passed the stage for top dressing. In Blantyre, Chiradzulu, Mwanza, Neno and Nsanje it was stated that redemption started late November and early December 2022.

- 7.9.3.2. Some beneficiaries at Abraham Mobile Market in Mtakataka, Dedza; Nsipe, Lower Makwangwala and Bilila, in Ntcheu stated that if the programme had started earlier, for example in September or October, there would have been adequate time for purchasing and distribution of the farm inputs, which would have lessened the challenges of overcrowding and beneficiaries spending days at selling points. Similarly, one beneficiary in Dowa East stated that, registration was done in November, 2022 and fertilizer was supplied in January, 2023. One beneficiary of T/A Msakambewa in Dowa district stated that delays in supplying seed led to them planting recycled maize seed.
- 7.9.3.3. District Agriculture Officers in Dowa stated that the delay in opening of selling points caused some beneficiaries to act as middlemen for vendors. They stated that some beneficiaries had given up because their crops had passed the stage of basal and top dressing, as such, they lost hope in the programme. As a result, they no longer needed the fertilizer leading to them selling the inputs to vendors. For example, some beneficiaries stated that in the sections of Chibwata, Mkanthama and Changalu 1200 beneficiaries sold their inputs to vendors.



Maize crop before application of NPK fertilizer

- 7.9.3.4. The December 2023 Spot-checks established that most farmers across the country plant their maize crop either between November and December. However, at the time of data collection (first week of December, 2023), it was learnt that many farmers had not yet planted their crops. The delay in planting was attributed to late commencement of rains, such that farmers stated that this situation allowed Government to distribute fertilizer before the onset of the rains. This was further corroborated by Sales Clerks who stated that many selling points started selling fertilizer in November, 2023.
- 7.9.3.5. According to the Sales Clerks, most satellite depots started receiving their first consignment of inputs in October, 2023. They however stated that the selling of fertilizer began in November, 2023. They stated that satellite depots started selling the fertilizer some days after receipt, ranging from four (4) to fifteen (15).
- 7.9.3.6. The selling points did not immediately commence the selling of fertilizer upon receipt of the first consignment. The delay was attributed to several factors such as: the delay to furnish satellite depots with beneficiary registers and other sales related equipment. For instance, Lifidzi Satellite Depot in Salima received the first consignment of fertilizer on 25th October, 2023 and redemption commenced on 11th November, 2023 because they did not have selling-related items such as chairs, cash safe and stationery. Similarly, Mtunthama Satellite Depot in Kasungu received the first consignment on 24th October, 2023, but beneficiaries started accessing inputs on 8th

November, 2023, because they did not have cash safe and the phone used for redemption was wrongly configured since it was meant for a different constituency. Mamina Satellite Depot in Ntchisi received the first consignment on 31st October, 2023 and started selling the fertilizer after a week because they did not have cash safe.

- 7.9.3.7. Similarly, in the Southern Region districts some Sales Clerks and beneficiaries raised concerns that the delivery of fertilizer for AIP in selling points began shortly after the program's launch by the President on 20th October, 2023. At Goliati Constituency in Thyolo their first consignment was received on the same day. At Masambanjati, the first consignment was delivered on October 27, but selling could only commence on November 2 due to improper phone registration. Other selling points in the district, reported to have received their initial consignments on various dates, including 19th, 27th, 28th, and 30th October, as well as 1st and 2nd November, 2023. However, the actual selling or redemption of the fertilizer did not commence immediately.
- 7.9.3.8. In Phalombe Constituency, the first consignment arrived on 1st November, 2023 but the selling only started on 16th November, 2023, because they received only UREA and were advised to wait for the NPK fertilizer consignment to enable simultaneous sales of both types.
- 7.9.3.9. At Mangochi Boma the Sales Clerks stated that they received the first consignment on 20th October, 2023. They did not commence sales immediately because beneficiaries' registers were not ready. They were waiting for the District Agriculture Office to clean the registers. When they tried to scan Nation IDs, the system indicated "Invalid Constituency" because the registers indicated the Constituency as "Central" instead of "Mangochi Central". They commenced selling on 7th November, 2023. At Mvumba, the first consignment was received on 3rd November, 2023 but they commenced selling two weeks later. The delay was attributed to the fact that the phone for the selling point had not yet been activated.

7.9.4. Selling Points

7.9.4.1. During the spot checks conducted in December, 2022 and March 2023, stakeholders complained that the number of selling points in their respective districts affected accessibility of the inputs. For instance, the Chief Agriculture Environment and Natural Resources Officer for Balaka stated that they had proposed 28 selling points but only 4 were opened in the district. Mobile markets did not help because fertilizer was not available in most mobile markets. Similarly, in Mangochi, the AIP coordinator stated that they had planned to have 69 outlets but only 6 for SFFRFM were opened.

7.9.4.2. There were some districts in the Central and Southern Regions which had increased number of selling points in 2023/2024 Growing Season than in the previous season. Table 8 illustrates the differences:

Table 8: Variations of selling points in the 2022/2023 and 2023/2024

ADD	2022/2023	2023/2024	Increase (%)
Lilongwe	36	80	122
Machinga	35	44	26
Blantyre	29	57	97
Shire Valley	11	10	-9
Phalombe	6	11	83
Kasungu	29	154	431
Salima	7	26	271
Chitipa	6	9	50
Karonga	6	9	50
Rumphi	7	9	29
Mzimba North	9	21	133
Mzimba South	13	15	15
Nkhatabay	9	10	11

7.9.4.3. The OoO visited SFFRFM Regional Office South on 14th March, 2023, where they stated that in addition to their 195 designated selling points, they introduced and operated mobile markets.

7.9.5. Staffing levels

7.9.5.1. The OoO established that at the start of the selling season beginning November 2022 there was one Sales Clerk for each selling point to serve all beneficiaries in a catchment

area. For instance, the SFFRFM market under Chileka EPA in Lilongwe had only 1 staff, who would do all the duties, which includes capturing of farmers' information, receipt writing and money collecting, hence assisting few beneficiaries, approximately only 60 in a day against around 500 beneficiaries who visited the selling point to access the inputs.

- 7.9.5.2. At Phalula SFFRFM the Sales Clerk stated that in the month of December 2022 the selling point served between 203 to 250 beneficiaries in a day. He further stated that about 600 beneficiaries visited the selling point disregarding the arrangement put in place by Phalula SFFRFM, Phalula EPA and traditional leaders in the area whereby each village was given specific days to visit the selling point for redemption of inputs. A Sales Clerk at Ulongwe SFFRFM in Balaka stated that the selling point was serving an average of 400 beneficiaries in a day. This was lower than the daily estimation of 500 beneficiaries who visited the selling point to access the farm inputs. Beneficiaries expressed concern that the Sales Clerks were being overstretched during sales and hardly rested when their selling points had fertilizer in-stock.
- 7.9.5.3. It was noted that at Phalula and Ulongwe in Balaka, there was disorder in most selling points as cohorts of beneficiaries from different villages were overlapping with each other due to their failure to buy the fertilizer on their respective designated days. The Sales Clerks stated that the disorder was due to their failure to serve the beneficiaries on their designated days because they were short staffed.
- 7.9.5.4. Sales Clerks reported that they were promised that Interns would be deployed to assist them with selling AIP inputs. When OoO visited selling points in December 2022 it was noted that in most districts there were no Interns at SFFRFM selling points except for Blantyre, Phalombe and Mwanza. During Spot Checks conducted in March 2023 it was observed that most selling points had interns, however, some Sales Clerks raised concern that the Interns lacked expertise which led to inefficiencies. The presence of interns did not improve the number of beneficiaries served in a day as the interns could not work on their own

in the absence of the Sales Clerks.

- 7.9.5.5. During the December 2023 Spot Checks, it was observed that most selling points had 2 Sales Clerks. The 2 Sales Clerks shared responsibilities like scanning the beneficiaries' IDs, taking their photographs, receiving the money and issuing receipts. While this worked in some markets such as Nayuchi in Machinga and Dzaone in Zomba serving between 200 to 250 beneficiaries in a day, there were just too many people in some markets such as Kankawo in Balaka to be served by 2 sales personnel. In other selling points such as Mkhota in Kasungu and Chipoka in Salima, there was only 1 Sales Clerk. A photo below shows OoO interacting with the beneficiaries in Chipoka when they expressed concern on the delays.



OoO Officers interacting and appreciating challenges faced by Beneficiaries in Chipoka, Salima

7.9.6. Availability of Inputs

- 7.9.6.1. During the Spot Checks conducted in December 2022, it was observed that in most selling points there was low supply of fertilizer. For example, at Kazomba and Emfeni in Mzimba South, it was noted that it was taking a period of 1 week before delivery of the next consignment to the markets. At Phalula, the Sales Clerk stated that they had UREA only in stock. Similarly, at Ulongwe in Balaka, Nselema and Ntaja in Machinga there was UREA only available for redemption. At Malosa in Zomba it was only cereal seed that was available. The

Sales Clerks stated that fertilizer stocks had run out two weeks prior to date of the meeting. Further, they also stated that there was no communication to beneficiaries as to when next consignment would be delivered. In some cases, beneficiaries failed to redeem the fertilizers in the 2022/2023 Growing Season.

- 7.9.6.2. The follow up Spot Checks conducted in March 2023 established that in most selling points in the Central, Eastern and Northern Regions there was only NPK fertilizer in stock. For example, at Njolomole in Ntcheu, Malomo in Ntchisi, Nkhotakota, Lilongwe, Salima, Dedza and Dowa only NPK was being sold, yet this was not the type of fertilizer which was required at that particular time. Likewise, in Balaka, Machinga, Mangochi, Zomba and Chiradzulu Districts there was only NPK available in most selling points such that beneficiaries were advised to redeem a bag of NPK in place of UREA. This was also the case in Mzimba South, Mzimba North, Rumphu and Karonga. The Spot Checks further established that that there was fertilizer which was labeled “not for sale” at Malosa, SFRRFM in Zomba and Mangochi, which was being sold and it was established that the fertilizer was from the Russian Federation.
- 7.9.5.6. The December 2023 Spot Checks also established that most selling points in the Northern Region had run out of fertilizers. In Chitipa for example, some selling points like Kameme and Mwamkumbwa had stayed for over a week without fertilizer stocks. Similarly, in Nkhatabay selling points like Tukombo had stayed for over a week without stock. When OoO engaged the District Agriculture Officer and some Sales Clerks, none of them had an idea when the next consignment of fertilizer would be delivered. They further stated that they had engaged the Regional SFRRFM depot in Mzuzu, but they were urged to wait as they too had run out of stock.
- 7.9.5.7. Similarly, in the Southern Region some selling points had run out of fertilizer. In Zomba district at Mpyupyu and Dzaone, Molele ADMARC and Number 1 Market in Thyolo, Nkhalamba in Blantyre there was no fertilizer in stock. The OoO team was informed that it was taking a

period of 2 weeks before delivery of the next consignment to the markets. On the day of the visit the following selling points in Machinga had no fertilizer in stock: Nselema, Chikweo and Mpita. In Zomba, Thondwe and Malosa selling points they had no fertilizer in stock just as Ulongwe and Balaka in Balaka District.

- 7.9.5.8. It was noted that the inflow of the inputs to satellite depots was erratic and in small volumes and it also varied with type of fertilizer. It was established that more NPK was supplied than Urea and some satellite depots such as Chinguluwe in Salima District and Mkhota in Kasungu had never received Urea since the markets opened.
- 7.9.5.9. Regarding seed, the majority of Sales Clerks reported that they were not selling maize seed as the contract for seed supply was assigned to private suppliers. There were few Sales Clerks who reported that they were selling seed. One selling point in Goliati, Thyolo, beneficiaries mentioned that seed was available but complained that prices were high. The Sales Clerk stated that, only 5 packets had been redeemed at a cost of MK16, 650.00 per 5kg packet. The Sales Clerk at Malindi in Mangochi also stated that beneficiaries were not redeeming seed despite being available at the selling point because the beneficiaries perceived the prices as expensive.

7.9.6 Grievance Redress Mechanism

- 7.9.6.1. In both 2022/2023 and 2023/2024 Spot Checks, Sales Clerks and beneficiaries stated that there was no effective Grievance Redress Mechanism. In 2022/2023 SFFRFM Sales Clerks across the country stated that there were no clear guidelines on grievance handling. Beneficiaries stated that whenever they had a grievance, they approached ADC Members, MPs and Councillors, Traditional Leaders and EPA officials. However, they stated that it would have been best if Grievance Handling Committees were set up as they would be best placed to handle such complaints or grievances.
- 7.9.6.2. The District Agriculture Officers stated that various stakeholders such as Anti-Corruption Bureau (ACB), Malawi Police Service, Village Committees, the District

Commissioner, the Ministry and RDPs were handling the complaints depending on the nature of the complaints. For instance, if it was an issue about electronic system failure, the Ministry would raise it with the ICT personnel at the Ministry's headquarters.

- 7.9.6.3. In 2023/2024, Sales Clerks stated that it was difficult for them to determine the number of cases that are being reported to them, how many were addressed, and how many were referred to other institutions for assistance because there was no effective complaint handling mechanism/grievance redress mechanism. Grievances are addressed as they arise, though not as effective as expected.
- 7.9.6.4. In the Northern Region some local leaders complained of missing villages and reduction of beneficiaries per village compared to the 2022/23 season to an extent that the entire villages or sections would be left out such as Wenya section in Chisenga. Such issues were referred to District Agricultural Extension Services (DAES) Officers for necessary action. Names of missing villages and those who received less than 10 beneficiaries per village were submitted to DAES. However, at the time of the Spot Checks, no response was received on the submitted names despite several follow ups.
- 7.9.6.5. Similar cases were reported in the Eastern Region as indicated by District Agricultural Officials in Balaka, Machinga and Zomba, who stated that there were no clear AIP complaint handling mechanisms. However, they stated that whenever they received complaints, they would refer the same to relevant authorities depending on the nature of the Complaint. For instance, issues arising at selling points, were being sent to the Ministry of Agriculture for resolution
- 7.9.6.6. As regards the toll-free number for the Ministry of Agriculture, AIP Committee members and community leadership structures expressed ignorance of its existence. The few stakeholders that ever heard of the toll-free number were mostly those who attended the full council AIP briefings or worked closely with the District Agriculture Office. Equally, most Sales Clerks in all the

districts visited stated that they were not aware of the toll free line and that lack of awareness among beneficiaries limited their ability to report complaints and have them resolved in good time.

- 7.9.6.7. Some beneficiaries stated that they had knowledge of the existence of the toll-free number, but never used it because they never believed that the number would work since, according to them, most government institutions have a tendency of advertising non-functional numbers for lodging complaints.
- 7.9.6.8. The AIP coordinators in various districts received a number of complaints of a varying nature which also required various levels of intervention. They stated that they had limited financial capacity to respond to the complaints. They further stated that they did not receive feedback for most complaints that they referred to the Ministry.
- 7.9.6.9. District Agricultural Officials also received complaints related to loss of national identity cards. It was reported that beneficiaries who did not have National Identity cards but had National Registration Bureau (NRB) forms (Temporary IDs) with barcodes were being denied the opportunity to redeem farm inputs. The Sales Clerks stated that they were advised not to accept the NRB forms. This was reported in Ntchisi, Salima, Dedza, Mchinji, Kasungu, Mangochi, Karonga, Dowa and Blantyre.
- 7.9.6.10. Some beneficiaries, Sales Clerks and ADC members pointed out that in some cases beneficiaries were unable to redeem their inputs because the system showed that they had already redeemed their inputs yet the beneficiaries had not been to any selling point. For instance, at Mamina Selling Point in Ntchisi (about 70 queries were registered), Chatoloma (about 20 queries) and Mnkhotla Selling Points in Kasungu (about 30 queries) whose inputs had already been redeemed by non-beneficiaries.

7.9.7 Redemption of the inputs

- 7.9.7.1. The Redemption process as described by the District Agriculture Officers and Sales Clerks across the country in both 2022/2023 and 2023/2024 Growing Seasons, was

that each beneficiary was supposed to present themselves at a selling point to access the farm inputs. This was equally confirmed by the beneficiaries. Sales Clerks and AIP Committees stated that once the fertilizer was delivered to a selling point, the Sales Clerks informed the AEDC of the EPA where the selling point is located. Once the Agriculture office received the information, they sent the same to the group village Headmen/women that had been scheduled to buy on that day. The village headmen/women together with the AIP community committee came up with the list of beneficiaries to buy in accordance with the amount of fertilizer at the selling point. Once compiled, the list would be shared with the Sales Clerks.

- 7.9.7.2. At the time of selling, the AIP Committee tracked the whole process from calling out names of the beneficiaries' registers to collection of the inputs. Beneficiaries were issued with receipts once they paid for the inputs. The receipts were either for individual beneficiaries or a group of beneficiaries. Prices of the inputs were displayed at the selling point.
- 7.9.7.3. They, however, stated that in some cases beneficiaries were not able to buy the inputs by themselves due to various issues such as old age, sickness and bereavement. In such circumstances, the beneficiaries would send representatives to redeem the inputs on their behalf. The representatives were not allowed to access the farm inputs unless there was confirmation from their respective traditional leaders because the redemption process demanded that the face of the registered beneficiary should match the National ID.
- 7.9.7.4. The confirmation by traditional leaders was done in person or in writing. The Sales Clerks and beneficiaries stated that this arrangement led to some challenges. The beneficiaries suspected that some people who obtained letters of identification from traditional leaders might have used their National IDs to redeem fertilizer without the knowledge and consent of the beneficiaries. Beneficiaries faced with this challenge were directed to their respective AEDCs for further action.

- 7.9.7.5. On the issue of beneficiaries without National ID cards, some beneficiaries expressed concern that those who had NRB forms (Temporary IDs) with barcodes were denied the opportunity to redeem farm inputs. This was reported in Ntchisi, Salima, Dedza and Mchinji Districts. Some Sales Clerks that were interviewed stated that this was a policy decision by the SFFRFM and Ministry of Agriculture. They further stated that at the time of the interview they had not been provided with way forward and were in the dark as to what would happen to those beneficiaries as well as the fertilizer that was allocated to them.
- 7.9.7.6. The OoO later inquired from the Ministry to provide clarifications on the use of temporary IDs. In their letter dated 21st December, 2023, the Ministry responded that in the 2021-2022 Growing Season a similar need arose and the Ministry made an arrangement to allow affected households to use the NRB temporary IDs. In the course of implementation, the Ministry received complaints that some suppliers were removing inputs without the knowledge of the owners. The Ministry further established that dubious people were accessing NRB slips and did the transactions without the knowledge of the owners. They stated that this practice was rampant in Chiradzulu, Phalombe and parts of Blantyre, Zomba, Ntcheu, Mangochi and Machinga. As such, they suspended the arrangement in 2022/2023 Growing Season. In Dedza, a Sales Clerk at Golomoti selling point was observed by the OoO officers who were conducting Spot Checks, asking beneficiaries to pay K5,000.00 on top of the fertilizer price in order to be prioritized in redeeming the inputs.
- 7.9.7.7. In the 2023/2024 season at Chikuli in Blantyre the Sales Clerk stated that most traditional leaders sent people with letters of identification to redeem inputs at the selling point. He further stated that some traditional leaders were doing this frequently. He stated that it is difficult for the Sales Clerks to reject identification letters from traditional leaders considering the power dynamics in rural areas.
- 7.9.7.8. During interviews with beneficiaries at various selling points in Thyolo, they reported that they were being coerced into paying extra amounts, in some cases up to

K10, 000 to traditional leaders or Sales Clerks to ensure swift and convenient access to the inputs. For instance, at the Khonjeni selling point in Thyolo, a beneficiary disclosed that a Group Village Headman had collected MK10, 000 from her, promising expedited access to the inputs, but ultimately failing to fulfill the promise.

- 7.9.7.9. When the OoO engaged the Chief in question to explain if he had indeed received the money, he confirmed, and explained that he did not know the purpose of the money but just saw the woman bringing to him the money. He further stated that he normally receives money for various purposes and he did not know that the money in question was for the purposes as alleged by the woman. Additionally, an underprivileged beneficiary approached one Sales Clerk for financial assistance to redeem his fertilizer. The Sales Clerk used his money to redeem the fertilizer and shared with the beneficiary.
- 7.9.7.10. Upon further investigation, OoO engaged the concerned Sales Clerk at Luchenza in Thyolo, who confessed to have engaged with this beneficiary. He explained that he was approached by the beneficiary who was escorted by their traditional leader. Similarly, another Sales Clerk at Khonjeni in Thyolo, was reported to have been involved in similar transactions on a larger scale, leading to her being reported to the Police.
- 7.9.7.11. The OoO engaged the Police at Khonjeni on 5th December, 2023, who stated that their investigation uncovered 3 bags of fertilizer in her possession, and while she admitted to purchasing them from beneficiaries, the Police were unable to pursue criminal charges due to a lack of legal precedence in court for such cases. The Police cited an example of a case in Phalombe where a business person was found with 400 bags of AIP fertilizer. He was arrested and charged with theft. He was however acquitted by the court on grounds that he lawfully bought the fertilizer from the beneficiaries who also had testified in Court.
- 7.9.7.12. Through the Spot Checks the OoO observed that the Sales Clerks did not have the number of beneficiaries they are supposed to serve at their selling point. They were just

selling the inputs as allocated and therefore were unable to know if they were under or over supplied. They were only able to account for the amount of supplies that they received and sold.

- 7.9.7.13. In the 2022/2023 Growing Season, some Sales Clerks in Nkhotakota and Thyolo districts stated that they followed the Guideline strictly. At Number One SFFRFM in Thyolo the elderly and patients were required to be physically present at the selling point for them to access the inputs.
- 7.9.7.14. On the issue of redeeming of farm inputs using the Farmer Organisations in the 2022/2023 Growing Season, most beneficiaries from the districts that the OoO visited acknowledged the arrangement to be helpful as it targeted those who met the criteria. In Nkhotakota for example, it was stated that putting the farmers into Farmer organisations made it easy for them to access the inputs as well as easy supervision on the part of extension workers.
- 7.9.7.15. The District Agriculture Officer for Nkhatabay stated that using Farmer organisations in implementing various Agriculture programmes was a very good approach, as farmers are easily reached with the Agricultural Extension and Advisory Services. However, in the case of AIP, the District Agriculture Officers across the country stated that they did not directly use Farmer Organisations database because the current database was not organized into farming households. The Farmer Organisations were only used during registration exercise of beneficiaries.
- 7.9.7.16. The SFFRFM stated that the use of Farmer organisations helped a lot of beneficiaries because the farmers were able to identify each other, hence reduce purchase of fertilizer by vendors.
- 7.9.7.17. Some women beneficiaries from Nsipe and Bilila in Ntcheu alleged that in the 2022/2023 Growing Season the challenges of overcrowding and scrambling for the inputs created room for women to be subjected to abuse. The allegation was that some male officers demanded sexual favours in exchange of services in respect of the AIP. The women did not furnish further and specific details in respect of this allegation despite engagement with the

OoO.

- 7.9.7.18. On the issue of redemption of goats, the ADC chairperson and beneficiaries at Phalula stated that most beneficiaries did not redeem the goats; instead, the suppliers offered money to the beneficiaries and scanned the IDs as if they accessed the goats.

7.9.8 Transportation of the farm inputs

- 7.9.8.1. In most districts visited in the 2022/23 Growing Season, it was stated by most stakeholders that the distribution of the inputs under AIP was characterised by transportation challenges.
- 7.9.8.2. In particular, the District Agriculture Offices in most districts stated that there were a lot of transport challenges. The SFFRFM lacked capacity to transport the fertilizer to all mobile markets such that in other instances MPs came in and provided transport. There were no transport challenges raised during the December 2023 Spot Checks.

7.9.9 The Quality of the Fertilizer

- 7.9.9.1. During the Spot Checks of March 2023, it was reported that some beneficiaries complained about the quality of fertilizer from Russian Federation. For example, in Zomba Malosa, beneficiaries complained that the fertilizer was not compatible with the soil type and consequently the crops were not responding to the fertilizer applied.
- 7.9.9.2. When the OoO inquired from Chitedze Research Station about the quality of the fertilizer, they stated that they submitted the whole information regarding the quality of the fertilizer to the Ministry and it should be the Ministry to provide the OoO with this information. When the OoO approached the Ministry on the same, they stated that the Russian fertilizer was suitable for use in 10 districts which are Zomba, Machinga, Mzimba, Chitipa, Thyolo, Chikwawa, Ntchisi, Neno, Mwanza and Nkhatabay.

7.9.10 Engagement with Members of Parliament

- 7.9.10.1. During the OoO's engagement with MPs, it was stated that the implementation of 2022/2023 Growing Season had been the worse compared to the previous years. For

instance, one MP stated that as at January 2023, 80-85% of NPK had been redeemed in his Constituency, but the redemption rate for UREA was at 0%. He further stated that the SFFRFM Sales Clerks already received money for UREA from the beneficiaries, but it was yet to be delivered. He also stated that it was taking over one week in his constituency for beneficiaries to receive any inputs despite the time being advanced into the Growing Season. Another MP stated that as at January 2023, the redemption rate in his constituency was at 6% for NPK and 0% for UREA. Another MP further submitted that his constituency had only received 300 bags out of 600 targeted bags. He alleged that he had not received more bags because he is an MP in opposition.

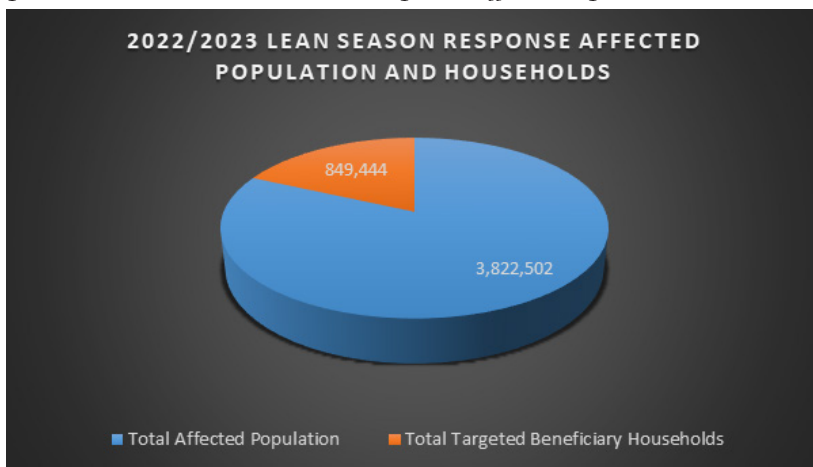
- 7.9.10.2. Another MP stated that in her constituency there was delay in distribution of inputs. She explained that rains started earlier than delivery of the inputs, as such beneficiaries from her constituency had to take fertilizer on loan from other organizations. She concluded that the programme was a flop.
- 7.9.10.3. Another MP mentioned that whenever there were challenges in transportation, he engaged SFFRFM officials in both Liwonde and Chirimba. He further stated that his presence on the ground to pressurize the SFFRFM was enough to ensure that fertilizer was delivered to selling points than spending his personal money to pay transporters. He also stated that some MPs were identifying other alternatives of transporting the AIP inputs as advised by Government i.e. using their personal funds. However, he did not use this approach as it was expensive for him since his constituency had 6000 beneficiaries which meant he would require 24 trucks to ferry fertilizer from the Liwonde depot to his Constituency.
- 7.9.10.4. Another MP stated that information gathered indicated that most transporters in Lilongwe refused to sign the contract that was offered by government because according to them, the contracts did not make any business sense. The transporters were being offered K9, 000/kilometre and that the distance should be within a radius not exceeding 48 kilometres. He further stated that he used his personal

- money to transport fertilizer to selling points in his constituency considering the progressing farming season.
- 7.9.10.5. Another MP stated that he paid about MK600, 000 to transporters to collect fertilizer from Mzuzu to his district on two occasions. However, on both occasions the truck did not collect the fertilizer as the Mzuzu SFFRFM depot had no fertilizer in stock. He explained that he had obtained a loan from the bank for this purpose and the funds were wasted. In conclusion, the MP said “the programme is hell and it’s not benefiting the rural masses and there are rumours that fertilizer was going to the central region only”.
- 7.9.10.6. When OoO engaged the Chairperson for Parliamentary Committee on Agriculture in February 2024, he stated that there was no official communication in Parliament requesting MPs to assist in the transportation of fertilizer. Some MPs agreed with the Minister to transport fertilizer to their constituencies. Some MPs used CDFWRF to transport the fertilizer. Some did not transport the fertilizer.
- 7.9.10.7. While the Ministry of Agriculture indicated that the arrangement in which MPs were involved in transportation of the farm inputs received a positive response from most MPs, as it guaranteed the supply of inputs in their respective areas, and it was at no cost to the MPs, some MPs stated that, they only came in to avert a crisis. Some MPs stated that they would not want such an arrangement to recur.
- 7.9.10.8. Some MPs indicated that they were of the view that the AIP fertilizers were concentrated in one region and they had to be on the ground to ensure that their constituencies were served as well.
- 7.9.10.9. Some MPs pointed out that, in as much as the program is draining the tax payers’ resources and yet fails to deliver on its objectives, there is need for a systematic approach in phasing it out. Others stated that the Ministry should not be directly involved. Others were of the view that SFFRFM and ADMARC should be empowered and capacitated to deliver AIP.

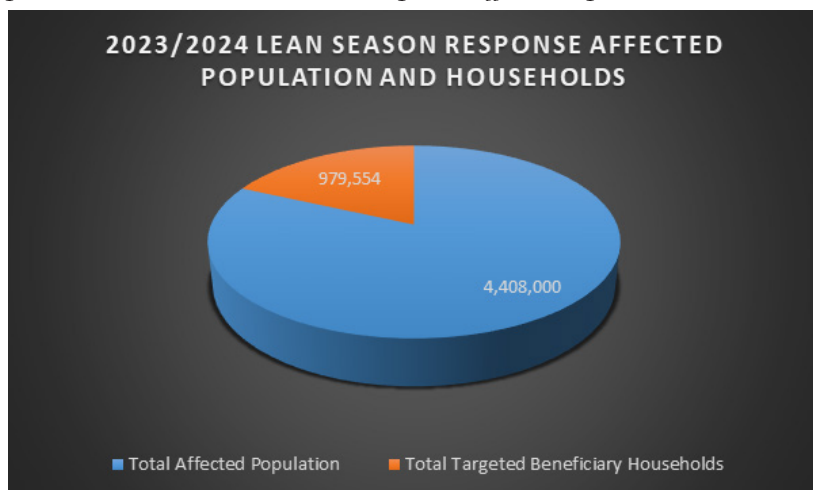
7.9.11 Evidence from the Department of Disaster Management Affairs

7.9.11.1. The OoO engaged DoDMA on data relating to beneficiaries of the lean season maize and cash transfers for 2022/2023 to 2023/2024. The data was furnished through DoDMA’s written submissions on 18th February, 2024. The data shows the total number of beneficiaries disaggregated by district. Detailed information is available at **Appendix 5 and Appendix 6** to this Report. The graphs below show the Lean Season Response by DoDMA for Affected Population and Households in 2022/2023 to 2023/2024.

Graph 5: 2022/2023 Lean Season Response Affected Population and Households



Graph 6: 2023/2024 Lean Season Response Affected Population and Households



7.9.11.2. DoDMA was also requested to furnish the OoO with the total annual budget for the Relief Maize Programme for 2022 up to 2024 in terms of allocations and actual expenditure, which is provided in the table below.

Table 9: Total Annual Budget for the Relief Maize Programme for 2022 up to 2024

Budget Programme	Requirements (MK)	Funded/Mobilised (MK)	Remarks
2022/2023	79.32 billion	84.65 billion	Resources mobilized from government and 4 humanitarian partners both in kind and cash transfers
2023/2024	260.26 billion	176.60 billion	Resource mobilization underway and programme
TOTAL	339.58 BILLION	261.25 BILLION	

7.9.11.3. In terms of the sources of funding, DoDMA submitted the 2022/2023 and 2023/2024 Season Response Programme Sources of funding information as shown in the table below.

Table 10: 2022/2023 Season Response Programme Sources of funding

Donor	Amount	Support	Remark
GoM- Africa Risk Capacity	14,700,000,000	Maize distribution and cash transfers	Cash transfers in central and northern regions districts including 3 councils in the southern region (Neno, Mwanza and Thyolo. Maize for councils in the southern region
GoM - SGR Maize	27,257,000,000	Maize	Value of Maize (76,842 MT) from SGR
Irish Aid	2,016,900,000	Cash transfers	Balaka (VE only)
EU	4,294,000,000	Cash transfers	Mulanje and Zomba (VE Only)
WFP	12,502,000,000	Cash transfers	SSSP preparedness (Communication and UBR sensitization) for PE, CK and BLK and cash plus in CK and PE
World Bank	17,400,000,000	Cash transfers	MC, KA, KU, KK, RU, CP, MH, Neno, Mwanza, Ntchisi, Dowa, LL, Mzimba, Dedza, Chiradzulu, Salima, Nsanje
KFW	5,900,000,000	Cash transfers	Mzuzu, Zomba, Lilongwe and Blantyre cities
UNICEF	140,000,000	Logistic support	Mzuzu, Zomba, Lilongwe and Blantyre cities and Nkhata Bay
Save the Children	407,125,000	Cash transfers	1 TA in Zomba
MRCS	37,500,000	Cash transfers	3 TAs in Ntcheu - 500 households
TOTAL	84,654,525,000		

Table 11: 2023/2024 Season Response Programme Sources of funding

Donor	Amount	Support	Remark
GoM	43,033,330,000	Relief maize	43,033.33 MT Maize requirements
GoM	2,000,000,000	Logistics for maize distribution	Transportation, targeting, supervision, monitoring and coordination
WFP	9,987,500,000	Maize transportation, Procurement, distribution and cash transfers	Using resources mobilized from the UK Government (GBP 5million) and Germany (US\$ 0.875 million)
Embassy of Ireland	1,724,700,000	Support to top up cash transfers	Balaka and Ntcheu
World Bank	68,000,000,000	Cash transfers	TC Freddy Early Recovery Programme (US\$ 40 million)
	17,000,000,000	Maize Procurement & Distribution	Price-Shock Urban Emergency Cash Transfer Programme (US\$ 10 million)
	34,000,000,000	Maize flour	CERC Maize Procurement Programme (US\$20million)
UNICEF	850,000,000	Technical support and financial support to councils for operations, coordination & Monitoring	TC Freddy Early Recovery Programme targeted councils
TOTAL	176,595,530,000		

7.9.11.4. DoDMA stated in the written submission that the criteria employed for selection of the Beneficiaries were twofold, thus, in some districts, the Joint Emergency Food Aid Programme (JEFAP) guidelines are used, while in others, the UBR, is used in identifying the beneficiaries. JEFAP is a community-based approach to target beneficiaries. Whilst the UBR serves as a computer-based social registry with information on the socio-economic status of households to determine their potential eligibility for social programs. It supports the processes of registering households and determining their potential eligibility for user programs in a coordinated way.

8.0 THE APPLICABLE LAW

8.1. The Constitution of the Republic of Malawi

8.1.1. Section 7 of the Constitution provides that the executive shall be responsible for the initiation of policies and legislation and for the implementation of all laws which embody the express wishes of the people of Malawi and which promote the principles of this Constitution.

8.1.2. Section 12 of the Constitution provides that the Constitution is founded upon the following underlying principles—

- (a) *all legal and political authority of the State derives from the people of Malawi and shall be exercised in accordance with this Constitution solely to serve and protect their interests;*
- (b) *all persons responsible for the exercise of powers of State do so on trust and shall only exercise such power to the extent of their lawful authority and in accordance with their responsibilities to the people of Malawi;*
- (c) *the authority to exercise power of State is conditional upon the sustained trust of the people of Malawi and that trust can only be maintained through open, accountable and transparent Government and informed democratic choice;*
- (d) *the inherent dignity and worth of each human being requires that the State and all persons shall recognize and protect human rights and afford the fullest protection to the rights and views of all individuals, groups and minorities whether or not they are entitled to vote;*
- (e) *as all persons have equal status before the law, the only justifiable limitations to lawful rights are those necessary to ensure peaceful human interaction in an open and democratic society; and*
- (f) *all institutions and persons shall observe and uphold the Constitution and the rule of law and no institution or person shall stand above the law.*

8.1.3. Section 13 of the Constitution provides that the State shall actively promote the welfare and development of the people of Malawi by progressively adopting and implementing policies and legislation aimed at achieving the following goals—

(a) *Gender Equality*

To obtain gender equality through—

- i) full participation of women in all spheres of Malawian society on the basis of equal opportunities with men;*
- ii) the implementation of the principles of non-discrimination and such other measures as may be required; and*
- iii) the implementation of policies to address social issues such as domestic*

violence, security of the person, lack of maternity benefits, economic exploitation and rights to property.

(b) Nutrition

To achieve adequate nutrition for all in order to promote good health and self sufficiency.

(e) Rural Life

To enhance the quality of life in rural communities and to recognize rural standards of living as a key indicator of the success of Government policies.

(g) Persons with Disabilities

To enhance the dignity and quality of life of persons with disabilities by providing—

(i) adequate and suitable access to public places;

(iii) the fullest possible participation in all spheres of Malawian society.

(j) The Elderly

To respect and support the elderly through the provision of community services and to encourage participation in the life of the community.

(m) Administration of Justice

To promote law and order and respect for society through civic education, by honest practices in Government, adequate resourcing, and the humane application and enforcement of laws and policing standards.

(o) Public Trust and Good Governance

To introduce measures which will guarantee accountability, transparency, personal integrity and financial probity and which by virtue of their effectiveness and visibility will strengthen confidence in public institutions.

8.1.6. Section 19 (1) of the Constitution provides that the dignity of all persons shall be inviolable.

8.1.7. Section 30 (1) of the Constitution provides that all persons and peoples have a right to development and therefore to the enjoyment of economic, social, cultural and political development and women, children and persons with disabilities in particular, shall be given special consideration in the application of this right.

8.1.8. The State is further obligated under section 30 (2) to take all necessary measures for the realization of the right to development. Such measures shall include, amongst other things, equality of opportunity for all in their access to basic resources, education, health services, food, shelter, employment and infrastructure.

- 8.1.9. Section 30 (3) provides that, the State shall take measures to introduce reforms aimed at eradicating social injustices and inequalities.
- 8.1.10. Section 30 (4) provides that, the State has a responsibility to respect the right to development and to justify its policies in accordance with this responsibility.
- 8.1.11. Section 37 of the Constitution states that subject to any Act of Parliament, every person shall have the right of access to all information held by the State or any of its organs at any level of Government in so far as such information is required for the exercise of his rights.
- 8.1.12. Section 172 states that all revenues or other moneys raised or received for the purposes of the Government shall ... be paid into and form one Fund, to be known as the Consolidated Fund.
- 8.1.13. Section 173 (1) states that no money shall be withdrawn from the Consolidated Funds except
- (a) to meet expenditures provided by the Constitution, An Act of Parliament in consistent with the Constitution; or
 - (b) Where the issue of those moneys has been authorized by an Appropriation Act, or Supplementary Appropriation Act or by an Act made in pursuance of subsection (5) of this section or of sections 178, 179, 180, 181 or 182 of by a resolution of the National Assembly made in accordance with section 177.
- Provided that this subsection shall not apply to any sums mentioned in section 183 (3)

8.2. The Public Finance Management Act 2022 (Cap. 37:02 of the Laws of Malawi)

- 8.2.1. The Public Finance Management Act of 2022 in section 10(1) gives responsibilities to Controlling Officers in respect of public expenditure. The said section provides as follows:

Each Controlling Officer is responsible for ensuring that, in relation to his Ministry—

- (d) all necessary precautions are taken to safeguard the collection and custody of public money;*
- (f) there is no over-expenditure or over-commitment of funds and a review is undertaken each month to ensure that there is no such over-expenditure or over-commitment;*
- (b) all expenditure is incurred with due regard to economy, efficiency and*

effectiveness and the avoidance of waste;

(i) all necessary precautions are taken to safeguard public resources;

8.2.2. Section 7 (1) the Minister shall, in addition to responsibilities provided in the Constitution and other provisions of this Act-

(a) develop and present to Cabinet and the National Assembly, annual draft estimates and such other estimates as may be necessary and oversee their implementation;

(b) ...

(c) ...

(d) ensure adequate procedures, internal controls and guidelines exist for the use of public resources;

(e) ...

(f) ...

(g) ensure Treasury complies with its responsibilities under this Act and any other written law.

8.2.3. Section 13 stipulates that every Minister shall ensure that,

(a) controlling officers under the charge of the Minister comply with their responsibilities under this Act for the effective, transparent and responsible management of public resources;

(b) ...;

(c) the public resources allocated to the assigned Minister responsibilities of the Minister in an Appropriation Act achieve the objects and outputs approved for each vote; and

(d) ...

(e) ...

8.2.4. Section 14 (1) stipulates that A controlling officer shall, with respect to the controlling officer's institution, ensure that-

(a) ...

(f) all expenditure, is properly authorized and applied to the specific purposes for which it is appropriated;

(g) ...

(h) all expenditure is incurred with due regard to economy, efficiency, effectiveness and the avoidance of waste;

(i) there is no over-expenditure or over-commitment of funds;

(j) ...

(p) an effective system of internal controls is developed and maintained.

- 8.2.5. Section 109 empowers the Secretary to Treasury or controlling Officers, subject to the Constitution and Public Service Act, to discipline or refer to an appropriate body to discipline a controlling officer or any officer who “fails to comply with this Act; fails to put in place effective systems of risk management, internal controls and internal audit; over-commits or overspends funds under that person’s control; and fails to conform or comply with financial and operational procedures laid down in Treasury Instructions or any other applicable guidelines”
- 8.2.6. Section 110 (1)(c) states that a person who- makes or permits expenditure that is unlawful, unauthorized, irregular or wasteful commits an offence.
- 8.2.7. Section 110 (2) stipulates a person who commits an offence under subsection (1) shall upon conviction, be liable to a fine of K50,000,000.00 or the financial gain derived from the offence, whichever is greater, and to imprisonment for twelve years.
- 8.2.8. Section 111 states that a person who contravenes a provision of this Act for which a specific penalty is not provided, shall be liable, upon conviction, to a fine of K10,000,000 or the financial gain derived from the offence, whichever is greater, and to imprisonment for five-years imprisonment.
- 8.2.9. Section 116 (1) stipulates that the Secretary to the Treasury may issue Treasury Instructions setting out detailed procedures for any matter prescribed by this Act to be so prescribed for the better control and management of public moneys and public resources.

8.3. The Access to Information Act 2016

- 8.3.1. Section 15(1) of the Access to information Act 2016 provides that:

An information holder shall make available to the general public information in its custody or under its control as provided in this part.

8.4. The Fertilizer, Farm Feeds and Remedies Act 1970 (Cap. 67:04 of Laws of Malawi)

- 8.4.1. Section 3 of the Act provides that no person shall import, sell or distribute any remedy unless—
- (a) it is registered under this Act;
 - (b) it is packed in the prescribed manner;
 - (c) the container in which it is sold complies with, prescribed requirements and is branded, labelled, marked or sealed in the prescribed manner; and
 - (d) it is of the composition, efficacy, fineness and purity specified in the



application for its registration, and possesses all other properties specified in such application: Provided that any remedy shall be deemed to comply with paragraph (d) if its composition varies within such limits as may be prescribed.

- 8.4.2. Section 4A of the Fertilizers, Farm Feeds and Remedies Act states that the Minister may, for the purpose of ensuring supply of farm requisites, and on such terms and conditions as he deems fit, enter into arrangements with any supplier of farm requisites, or person dealing with farm requisites.

8.5. The Public Procurement and Disposal of Assets Act

Section 37 of the Act provides for method of procurement as follows;

- (1) public procurement shall be realized by means of open Methods of tender proceedings, subject to the exceptions provided in this procurement section, and as may be prescribed in the regulations.*
- (2) subject to the approval of the Director General, the application of subsection (1) may be waived in the case of national defence or national security related procurement to the extent that such procurement is determined to be of a sensitive nature, in accordance with regulations. in terms of actual cost and time; and where it is not feasible to determine technical or contractual aspects of a procurement.*
- (3) Restricted tender may be used in the following cases—*
 - (a) when the goods, works or services are only available from a limited number of suppliers, all of whom are known to the procuring and disposing entity; and*
 - (b) the time and cost of considering a large number of bids is disproportionate to the value of the procurement.*

8.6. Policies

8.6.1 MALAWI 2063

- 8.6.1.1 Agriculture Productivity and Commercialization is Pillar 1 of the MALAWI 2063. The pillar targets produce and supply raw materials for industrial processing and healthy and nutritious food, and strategic crops, livestock and fisheries for local, regional and international markets through land reform, mechanization, use of effective production technologies, review of prices and trade regulations, provision of information on market, effective extension service, and moving away from a bias of subsidies for maize inputs and procurement.
- 8.6.1.2 Subsidies should be targeted and only given as catalysts mostly for enhancing productivity of agricultural initiatives,

related off-farm activities, anchor farms or cooperatives that best define the potential wealth.

- 8.6.1.3. Subsidy programmes should aim at self-reliance at the household, community and national levels. There should be exit mechanisms for subsidies with overall aim of desired goals of national food-security and agricultural commercialization.

8.6.2 The National Agriculture Policy 2016-2021

- 8.6.2.1. The policy seeks to achieve sustainable Agricultural transformation that will result in significant growth of the agricultural sector, expanding incomes for farm households, improved food and nutrition security for all Malawians, and increased agricultural exports.
- 8.6.2.2. Paragraph 2.2 of the National Agriculture Policy of 2016, outlines key Policy Outcomes including -
- (i) Increased agricultural production and productivity and
 - (vii) Increased engagement by women, youth, and vulnerable groups in agriculture policy processes and programmes.
- 8.6.2.3. Some of the policy objectives under Paragraph 2.3 are:
- (ii) Increase yields of major crops by 100 percent;
 - (iv) Increase sustainably the production and consumption of livestock, aquaculture and capture fisheries by 50 percent; and
 - (x) Increase women's and youth's access to, ownership of, and control of productive agricultural assets by 50 percent.
- 8.6.2.4. Paragraph 3.1 subparagraph 3.4.1 of the Policy Priority Area 1 that focuses on Sustainable Agricultural Production and Productivity, states that it will facilitate timely and equitable access for farmers to high-quality farm inputs including both inorganic and organic fertilizers, improved seeds, livestock breeds, and fish fingerlings.
- 8.6.2.5. Paragraph 3.7 subparagraph 3.7.1 of the Policy Priority Area 7 that centers on the Empowerment of Youth, Women, and Vulnerable Groups in Agriculture, the policy states that it will promote access to, ownership of, and

control over productive resources such as land, water, and farm inputs for women, youth, and vulnerable groups.

- 8.6.2.6. Paragraph 3.8 sub paragraph 3.8.1, 3.8.2, 3.8.3, 3.8.4, and 3.8.5 of the Policy Priority Area 8 on Institutional Development, Coordination and Capacity Strengthening, the policy indicates it will promote stakeholder coordination in formulation, implementation and review of agriculture and related policies and programmes; Promote development of professionally-operated and efficient farmer organizations, particularly cooperatives; improve coordination and capacity or agricultural services delivery; Facilitate and support infrastructural development for improved agricultural public service delivery and; promote reforms of agricultural institutions, subsidies and programmes to make them more sustainable and cost effective.

8.6.3 The Food Security Policy 2006

- 8.6.3.1. One of the guiding principles for the Malawi Government in ensuring Food Security under the Food Security Policy (2006) is to put in place distinctly targeted agricultural input subsidies to enhance growth and food diversification for the poor farmers that can still not afford agriculture inputs after exhausting all economic levers. Measures shall be put in place to ensure that such subsidies do not have negative impacts on the input market.
- 8.6.3.2. The long-term goal of the Food Security policy is to significantly improve food security of the population. The goal implies increasing agricultural productivity as well as diversity and sustainable agricultural growth and development.

8.7. Guidelines

8.7.1 The Affordable Input Programme 2022/2023 Implementation Guidelines

- 8.7.1.1. Guideline 1.1 provides that the goal of the programme is to attain food security at household and national levels and increase economic wellbeing through increasing access to improved farm inputs (fertilizers, certified seeds and goats) by smallholder farming households in Malawi.

- 8.7.1.2. Guideline 1.2 stipulates that the objective of the programme is to increase smallholder farmer's access to improved agricultural farm inputs which will in turn lead to increased agricultural (i.e. cereal crop and goat) production, and increased household income through sales of surplus production.
- 8.7.1.3. Guideline 2.1 provides for Criteria for selecting AIP beneficiaries as follows;
- AIP beneficiaries should be;
- Farming household heads. Only one household member per the chosen farming household should be selected.
 - Farming household that benefited from other programme like Social Cash Transfer, Climate Smart Public Works Programme and other Agriculture programme that issue out inputs similar to AIP should not be selected.
 - Should have a field not less than 0.4 hectares.
 - Farming households that have been selling their inputs or National Identity should not be selected.
 - Should belong to a farmer organization that he/she has been selected.
- 8.7.1.4. In areas that will be selecting livestock beneficiaries, the farming household should be:
- Household with an interest for goat production;
 - A household that do not own livestock with the exception of poultry;
 - Willing and able to construct khola;
 - Willing to work in a group;
 - Willing to participate in training sessions;
 - Able to have or source cash to purchase the goats;
 - It should be known that 60% of the AIP livestock farmers should be female headed households; and
- 8.7.1.5. Guideline 8.0 states that Government will not be responsible for transportation, distribution, warehousing and retailing of farm inputs under the programme. This will be the responsibility of the contracted input suppliers.
- 8.7.1.6. Guideline 12.0 states that in case of any irregularity or

malpractice, the general public is advised to report through the following toll-free number: 3013.

8.7.2 The Affordable Input Programme 2023/2024 Implementation Guidelines

8.7.2.1 Procedure of identifying Beneficiaries

8.7.2.1.1. There is no single data set that could define productive farmers as stipulated above. Each data set fall short of one or more attributes. Addressing to this, the Ministry through technical support from.

8.7.2.1.2. Presidential Delivery Unit (PDU) specifically Tony Blair Institute; harmonized the available four data sets to come up with one data set. Despite this, there were still some gaps observed that needed to be filled in and the data needed to be validated by field officers before selecting productive farmers as per above definition. The ICT section therefore developed an application to facilitate updating and validation of the harmonized data set.

8.7.2.1.3. The productive farmers will be selected from the validated farming household register based on the above stipulated criteria. For the first time this season, beneficiaries will be identified based on constituency they below Final beneficiary registers have to be distributed as stated above by end June 2023.

8.7.3 Facial Recognition

8.7.3.1. Use of biometric system was declared ideal for the farmers despite few issues that can potentially affect few individuals compared to finger prints. So, the use of facial images will involve taking facial images of the beneficiaries who come to redeem farm inputs at the point of sale.

8.7.3.2. In the event that someone complains that their national identity was stolen, then the Agro Dealers or staff at EPA or district team can assist in checking the person who benefited from that National ID.

8.7.3.3. This will prevent people who steal beneficiary's national identity cards to buy farm inputs. It will also encourage

beneficiaries to physically go to the selling point, hence it will be difficult for the vendors to take all the people to the selling points.

- 8.7.3.4. The procedure of taking face images simply requires any device that has digital photographic technology to generate and obtain the images and data necessary to create and save the image of the person who has come to redeem farm inputs.

8.7.4 The Farming Households Verification and validation Application

- 8.7.4.1. The Ministry through the ICT section with technical support from the PDU developed an application to help in the process of verification and validation of farming households. This application was used by the Agriculture Extension Development Officers (AEDO) to validate each and every farming household. Selection of AIP beneficiaries was done based on the data that were validated, following the set criteria by the Ministry's management.

- 8.7.4.2. Besides improving data quality of farming households, this application also assisted the ministry in faceless identification and selection of AIP beneficiary and this would potentially avoid favoritism.

8.8. The Constituency Development Fund and Water Resources Fund

- 8.8.1. The Constituency Development Fund and the Water Resources Fund (CDFWRF) under paragraph 4.1 on Types of Projects Eligible for CDFWRF states that they shall be appropriated for projects that conform to or comply with the principles identified and explained above.

- 8.8.2. The resources provided under CDFWRF are for addressing infrastructure development problems that are identified and agreed upon jointly by the citizens and their elected Members of Parliament. The fund should also be eligible for rehabilitation of school blocks, health facilities, bridges, roads, maintenance of boreholes and rural water supply. Such projects shall broadly include the following:

- a) Water supply and sanitation;
- b) Road works and bridges;
- c) Economic empowerment for women and youth;
- d) Agricultural projects;
- e) Social amenities (for example, markets and bus shelters);

- f) Education and health infrastructure and equipment (including ECD centres);
- g) School Bursaries; and h) Sports and recreation facilities.

8.8.3. **Annex 1:** Indicative List of Eligible Micro-Projects Under the CDFWRF makes provision under paragraph 15 of Procurement of Agricultural Inputs.

8.9. Treasury Instructions

- 8.9.1. Clause 5.19.4.1 reads “Controlling Officers or any officer authorized by the Secretary to the Treasury may give a directive to refuse payment if such a payment is likely to contravene provisions of PFM Act, Treasury Instructions, any other written law or any other instruction issued in respect of the control of public moneys.
- 8.9.2. Clause 5.19.4.2 states “in the event of any incorrect payment being made, the authorizing officer will be held personally liable and may be surcharged in respect of any such incorrect payment.

9.0 ANALYSIS OF THE EVIDENCE

9.1. Whether and the extent to which the farm inputs were accessible to beneficiaries.

9.1.1. According to the 2022/2023 Revised AIP Final Report, the redemption of fertilizer in the 2022/2023 Growing Season was 84.15% for NPK and 72.99% for UREA. At the time of writing this Report the Ministry informed the OoO that the redemption of fertilizer in 2023/2024 Growing Season was as follows: NPK 93% and UREA 81%. There were several factors which hindered the achievement of a 100% redemption rate. These factors hinged on several aspects of the AIP such as: procurement of less inputs than the targeted amounts; transportation challenges; human resource capacity constraints; availability of farm inputs; and selling points as discussed below. Furthermore, notwithstanding the fact that there were higher redemption rates, in all the districts the inputs were not accessible in a timely manner.

9.1.2 Procurement of less inputs than targeted amounts

9.1.2.1. According to the evidence from the SFFRFM in the 2022/2023 Growing Season, the targeted metric tonnes was 247, 740, however, they procured 196,548 metric tonnes of Fertilizer, which was less than the targeted tonnage.

9.1.2.2. Further evidence indicates that the 196, 548 tonnage that SFFRFM had already procured for the 2022/2023 Growing Season was not redeemed by the beneficiaries, as the AIP season had come to an end. This affected the level of availability of the commodity to the identified and deserving beneficiaries.

9.1.3 Transportation Challenges

9.1.3.1. The initial transport arrangement of farm inputs in the 2022/2023 AIP implementation period was the responsibility of SFFRFM, being a sole distributor as per 2022/23 AIP guideline 8.0. However, it was noted that SFFRFM could not meet the distribution demands since transporters turned down offers of the contract due to the unattractive rate offered to them, claiming it was not enough for them to break-even.

9.1.3.2. The low turnout of the transporters affected timely distribution of the inputs which in turn affected the timely

accessibility of the inputs by the beneficiaries.

- 9.1.3.3. The involvement of MPs in the transportation of the inputs was in various ways. Firstly, the MPs were required to merely identify those in the transportation business in their constituencies, thus they were not involved in the contract formation. Secondly, they were involved in that they, in their personal capacities entered into contracts with SFFRFM to transport inputs. Thirdly, they were involved in transportation using CDFWRF.
- 9.1.3.4. The first scenario was a mitigating measure as the Ministry engaged MPs to identify transporters within their respective constituencies, who could enter into a contract directly with SFFRFM in order to transport AIP inputs. According to the Ministry, this arrangement received a positive response from most MPs, as it meant guaranteed supply in their respective constituencies.
- 9.1.3.5. The second scenario saw MPs in their personal capacities entering into contracts with SFFRFM to transport the inputs to selling points. This scenario had an effect on fair and equitable accessibility as according to some beneficiaries, some MPs took advantage of their private transportation business' involvement in the transportation of inputs to dictate the selling points where fertilizer was supposed to be delivered. In most cases, they directed that the fertilizer be delivered to their political strongholds and eventually, this compromised the distribution schedule by SFFRFM and the Ministry.
- 9.1.3.6. The AIP Guidelines state that AEDOs in liaison with Village Development Committees and SFFRFM marketing officers, will develop retailing schedule per market for villages (blocking system). Thus, this interference and the failure by the MPs to follow the procedure as laid down in the AIP Guidelines affected the timely accessibility of the inputs.
- 9.1.3.7. With respect to the third scenario, the evidence gathered demonstrates that some MPs also accessed CDFWRF for the purposes of transporting inputs for the beneficiaries in their constituencies. The 2022 CDFWRF Guidelines under Annex 1, which provide for indicative list of eligible

micro-projects under the CDFWRF, does not provide transportation of agriculture inputs as one of the eligible projects. Thus, the conduct of such MPs breached the 2022 CDFWRF Guidelines.

9.1.4 Human Resource Capacity Constraints

- 9.1.4.1. Inadequate human resource at SFFRFM contributed to failure of beneficiaries to either timely access the farm inputs or to not access the farm inputs at all. Although SFFRFM planned to have 1 Sales Clerk at each of their selling points, it was discovered that some Sales Clerks were manning more than one selling point. For instance, in 2022/2023 Growing Season, a Sales Clerk at Nsipe in Ntcheu district was operating 3 phones for Bilila, Nsipe and Manjawira EPAs. This means that beneficiaries could not access the inputs timely as the Sales Clerk was serving beneficiaries from other EPAs.
- 9.1.4.2. Upon the realization that there was a shortage of Sales Clerks, the Ministry engaged Ministry of Labour which provided 256 interns to strengthen the human resource capacity at the selling points. Although the intervention was timely, the general observation was that there were still some gaps in terms of human resource capacity. Further, the Interns lacked experience, were inadequately oriented and were not provided with material resources for their work. For example, in Kasungu, one Sales Clerk complained that inexperienced Interns incurred sales shortages.
- 9.1.4.3. In comparison with the 2022/2023 Growing Season, in the 2023/2024 Growing Season, SFFRFM allocated two sales clerks with each having a phone at each selling point. This was a notable improvement from the previous season regarding human resource capacity.
- 9.1.4.4. Nonetheless, the AIP for the two Growing Seasons faced the challenge of inadequate human resource capacity which had a negative effect on the accessibility of the farm inputs to beneficiaries.

9.1.5 Availability of farm inputs at the selling points

- 9.1.5.1. In the 2022/2023 Growing Season, the availability of

farm inputs varied among categories and types of farm inputs. Evidence shows that in most parts of the country, seed was available in designated selling points, albeit with delayed delivery in some areas.

- 9.1.5.2. In terms of fertilizer, its availability was inconsistent, especially with respect to the UREA type. Resultantly, as the season progressed some beneficiaries were forced to redeem two bags of NPK instead of redeeming both UREA and NPK. Given the situation that UREA was unavailable at the required time in the crop growing cycle, this created fear among the beneficiaries of a compromised expected yield.
- 9.1.5.3. Evidence from the December 2023 spot checks established that most selling points also experienced stock outs of fertilizer either completely or of one type and mostly NPK. This inconsistent availability of fertilizer is likely to affect farmers in attaining high yield as the required fertilizer was accessed after the critical stage of maize crop.
- 9.1.5.4. The December 2023 spot checks established that some MPs were directing Sales Clerks where to conduct the mobile markets. As stated above, the MPs provided their vehicles to ferry fertilizers from selling points to the mobile markets. This provided an opportunity to dictate where the inputs should be delivered and some beneficiaries the OoO interacted with stated that the dictation politicized the process as in most instances such fertilizer was taken to the areas that are the political strongholds of the MPs.

9.1.6 Accessibility of Livestock

- 9.1.6.1. Apart from providing beneficiaries with fertilizer and cereal seeds, the 2022/2023 AIP, also included livestock as input to be redeemed by beneficiaries in Balaka and Rumphi districts. Evidence from Balaka shows that most beneficiaries did not access the goats. Instead, suppliers offered beneficiaries money amounting to K20, 000.00 instead of the actual livestock. Thus, the system would show that beneficiaries redeemed the livestock when in fact they did not access the goats.
- 9.1.6.2. Therefore, although according to the 2022/23 revised AIP

final Report there was a high success rate of redemption of livestock, in reality some beneficiaries for example in Phalula did not access the livestock but instead were given money, thus defeating the intended purpose for providing the livestock which was to increase agricultural (animal) production.

9.1.7 Limited Number of Selling points

- 9.1.7.1. At the commencement of the 2022/2023 Growing Season, the SFFRFM had 195 selling points across the country against 2.5 million beneficiaries. To resolve the issue of the inadequacy of the selling points SFFRFM introduced mobile markets as a measure of increasing accessibility of the farm inputs by beneficiaries. Despite this intervention, there were still long queues at most of the designated selling points. This negatively affected the accessibility of inputs, in particular, fertilizer, by the targeted beneficiaries. In addition, due to the limited number of selling points, the beneficiaries had to travel long distances in order to access the farm inputs thereby spending more resources.
- 9.1.7.2. Furthermore, the beneficiaries scrambled to access the inputs whenever they were made available at the selling points. In some districts such as Dedza and Ntcheu, beneficiaries spent nights at selling points.
- 9.1.7.3. The delayed delivery of farm inputs negatively impacted on beneficiaries to the extent that some beneficiaries resorted to obtaining loans in order to purchase the fertilizer from other sources.
- 9.1.7.4. In 2023/2024 Growing Season the number of selling points was reduced to 160 against 1.5 million beneficiaries. This indicates that there was a decrease in the number of selling points and beneficiaries by 18% and 40% respectively. However, this indicates an improvement in relative terms in as far as accessibility to inputs is concerned.
- 9.1.7.5. Nonetheless, while there was improvement in that there was an increase in the number of selling points during the 2023/2024 Growing Season, there were still challenges in respect of the quality of service delivery. The change of the distribution arrangement from using EPAs to using

Constituencies entailed that some beneficiaries travelled long distances to the designated selling points despite having other selling point closer to them.

9.1.8 Restriction of Usage of National Registration Bureau Forms with Barcodes

- 9.1.8.1. Unlike in the 2022/2023 season, evidence shows that in the 2023/2024 Growing Season beneficiaries who did not have National IDs but had NRB forms with barcodes were being restricted from using the forms to redeem farm inputs.
- 9.1.8.2. According to the Ministry in the 2021/2022 season having noted that some beneficiaries did not have National ID cards, the Ministry made an alternative arrangement whereby the system was enabled/set to be accepting NRB temporary IDs (slips) so that affected households should be served. However, this arrangement presented challenges as some suppliers were redeeming inputs without the knowledge of the owner through accessing the NRB slips without the knowledge of the owners. Resultantly, the Ministry disabled this through their Information Communication Technology (ICT) to curb the malpractice.
- 9.1.8.3. Thus, while the Ministry resolved the malpractice, there was no alternative provided to beneficiaries without National IDs to be able to redeem their input as the alternative arrangement that was employed in the previous growing season was discontinued. Resultantly, a significant number of beneficiaries failed to access farm inputs due not having National IDs, a factor that was beyond the control of such beneficiaries.

9.1.9 Redemption of inputs without knowledge and consent of beneficiaries

- 9.1.9.1. For both the 2022/2023 and 2023/2024 Growing Seasons, some beneficiaries, Sales Clerks and ADC members indicate that some beneficiaries were unable to redeem their inputs because the system showed that they had already redeemed their respective inputs, yet the affected beneficiaries had not presented at any selling point to redeem the input. The Ministry did not provide an alternative for these

beneficiaries to have access to the fertilizer, as such they failed to benefit from AIP.

9.1.10 Challenges with Telephone Network Connectivity

- 9.1.10.1. During the 2022/2023 Growing Season accessibility of inputs was affected by the ICT system particularly internet connectivity and faulty devices. For example, evidence in Ntcheu and Dowa districts showed that unavailability of recommended gadgets delayed registration of beneficiaries which in turn led to a delay in delivery of inputs. Beneficiaries failed to access inputs despite being available at selling points because of internet connectivity.
- 9.1.10.2. Resultantly, the majority of the beneficiaries redeemed the inputs late into the growing season when fertilizer would bring minimal results in terms of the yield, as crops had past the time for basal and top dressing.
- 9.1.10.3. Some beneficiaries did not apply the fertilizer at all because by the time they accessed the fertilizer it was too late for application, as such they sold the fertilizer to vendors.
- 9.1.10.4. In 2023/24 Growing Season the OoO observed that issues of telephone network had improved, however, the OoO registered complaints regarding network failure. According to the Ministry, the issues that were being reported were minor and mainly to do with user competency, as such they were handling them as they arose.
- 9.1.10.5. There were however, other instances where the network failure was grave to the extent of affecting accessibility of inputs by some of the beneficiaries. For instance, some beneficiaries in Karonga and Dedza complained that whenever they visited the selling point experiencing network failures, and in the course of redeeming inputs there was loss of network, they were advised to visit the selling point when they have regained network access. However, other beneficiaries were informed that they had already redeemed the inputs when they revisited the selling point. This meant that such beneficiaries were denied an opportunity to access the inputs.

- 9.2. Summary on whether and the extent to which the farm inputs were accessible to beneficiaries.**
- 9.2.1. All of the challenges relating to accessibility of the farm inputs discussed in the foregoing sub-sections point to the fact that these logistical hurdles in the level of preparedness as well as the execution of the AIP considerably derailed the quality and optimal delivery of the Programme. This in turn creates a situation where the AIP objective of increasing farming productivity and achieving food security at both household and national level is not optimally realised.
- 9.2.2. Furthermore, a number of human rights guaranteed in the Constitution are violated in the process, including the right to human dignity provided for in section 19 of the Constitution, the right to economic activity and earn a living provided for in section 29 of the Constitution and the right to development, guaranteed by section 30 of the Constitution.
- 9.2.3. From the evidence and discussion outlined in the foregoing sections it is clear that as much as there was accessibility of inputs the numerous challenges faced by beneficiaries to access the inputs in a timely and dignified manner is nor in tandem with Priority Area 1 of National Agriculture Policy of 2016. This priority area provides that the Ministry shall facilitate timely and equitable access for farmers to high-quality farm inputs including both inorganic and organic fertilizers, improved seed and livestock breeds.
- 9.2.4. In addition, the unduly protracted queuing, sometimes spanning days, by beneficiaries to access the inputs, the scrambling for the inputs aggravate the situation and affect the dignity of the beneficiaries. It is also on record that some sick beneficiaries were made to present themselves at the selling points for facial identification. While this was in a bid to deal with the malpractice of vendors purchasing the farm inputs, it creates a situation where the dignity of the affected beneficiaries is violated.
- 9.2.5. Thus, while a very high percentage of beneficiaries accessed the inputs, the OoO has established that the beneficiaries encountered a lot of challenges relating to the timely accessibility of the farm inputs across the country in the two Growing Seasons. In farming, just like in any other business venture, time is of the essence, and the exact timing for each phase of the growing season is critical for optimal productivity.
- 9.2.6. For the two Growing Seasons, the AIP failed to contribute meaningfully to the objectives of both the National Agricultural Policy and the Food

Security Policy. In the 2022/2023 Growing Season most beneficiaries did not access the required fertilizer at the appropriate time. A significant number of beneficiaries (37.12%) had not redeemed NPK by 16th January, 2023. Although 62.88% of beneficiaries redeemed NPK fertilizer by this date, some of them redeemed the fertilizer later than the appropriate application time.

- 9.2.7. The data provided by the Ministry as indicated in the Ministry's progress report dated March 2023 shows that 84.0 % of NPK was redeemed as compared to 72.9 % of UREA. The spot checks established that some beneficiaries were forced to redeem NPK instead of UREA due to the unavailability of the latter. This had potential to affect crop production as one type of fertilizer was not available. Some beneficiaries had not accessed fertilizer by the time redemption was closed on 10th March, 2023.
- 9.2.8. The issue of accessibility of the inputs was affected by numerous such as: poor telephone network and connectivity, transportation and logistics hurdles, inconsistent availability of the inputs, long distances to selling points due to shift from using EPAs to constituencies, understaffing of selling points and prohibition of usage of temporary NRB forms with barcodes as an alternative means of identification; ineffective grievance handling mechanism, political interference; illicit redemption of inputs through unscrupulous means which bypassed the targeted beneficiaries; limited number of selling points vis-à-vis targeted population, and human resource capacity constraints.

9.3. Whether there was transparency, accountability and responsiveness in the manner the AIP was implemented

In assessing the issues of transparency, accountability and responsiveness the Investigation focused on a number of key issues as follows: how the selection of beneficiaries for the Programme was carried out; accessibility and flow of information on the Programme to the users/beneficiaries as well as other stakeholders and the general public; the level of responsiveness of duty bearers and their answerability, and probity; the existence and effectiveness of grievance redress mechanisms within the Programme; and the overall cost effectiveness of the Programme.

9.3.1 Selection of beneficiaries

- 9.3.1.1. Evidence from District Councils shows that in the 2022/2023 Growing Season, farmers were sensitized on

the procedure for selection of beneficiaries. Guidelines were provided to the farmers to use in the formation of farmer organisations.

- 9.3.1.2. For the 2023/2024 Growing Season, evidence shows that farmers and other local stakeholders were not informed of the procedure for selection of beneficiaries. The Ministry used already existing data and sent officials to verify the data of potential beneficiaries without providing details on how the information will be used.
- 9.3.1.3. In addition, there were variations in the manner data was verified in different areas despite the laid down procedures for beneficiary identification being centrally operated. The difference in the manner in which data was verified created room for exclusion and inclusion errors.
- 9.3.1.4. According to the evidence gathered, this is one of the reasons that some villages were completely excluded from benefiting in the 2023/2024 AIP Growing Season while in some areas some households had more than one member as beneficiaries of the AIP.
- 9.3.1.5. Furthermore, the data used in the identification of the beneficiaries had some gaps. Evidence from the Ministry shows that they synchronized data to eliminate households that are benefiting from multiple government safety nets programmes such as Social Cash Transfer. Despite the synchronized data, some beneficiaries reported that they are also benefiting from the SCTP.
- 9.3.1.6. Upon verification of the reports, the OoO sampled data of safety net programmes from some districts in the Northern, Southern and Central Region, which proved that the same people for example in Dowa, Lilongwe, Karonga and Mwanza are being targeted by all the safety nets programmes.
- 9.3.1.7. Government through development partners also carry out complementary social protection programmes and the target beneficiaries are also the same. Despite efforts by the Ministry to clean their beneficiary database to eliminate duplicity there is a need for harmonization of the beneficiary database through the UBR.

- 8.1.1.8. The above discussion demonstrates that the mechanisms that were employed to ensure transparency in the selection of beneficiaries did not work effectively. The lack of transparency has a co-relation to accountability.

9.3.2 Accessibility and Flow of information to AIP Stakeholders

- 9.3.2.1. Accessibility of information by beneficiaries of government programmes by users/beneficiaries and stakeholders as well as the general public enhances government transparency and accountability. The evidence gathered show that in the 2023/2024 season most beneficiaries were not provided with critical information, such as the change in the selection modalities from EPA-based to constituency-based programming.
- 9.3.2.2. According to the 2023/2024 AIP guidelines there was a change in the identification of the beneficiaries from the use of EPAs to constituencies. This change was not properly communicated to the beneficiaries. This resulted in some beneficiaries travelling long distances to selling points only to be sent back to visit the new selling points according to their constituencies.
- 9.3.2.3. Additionally, beneficiaries were not provided with advance communication relating to the issues that the NRB forms that were used in previous seasons in place of National IDs would not be allowed in the 2023/2024 Growing Season. As a result, the beneficiaries who had NRB forms failed to access the inputs.
- 9.3.2.4. Despite the fact that communication channels are in place, most beneficiaries informed the OoO during the spot checks that they did not receive any communication on all of the above issues.
- 9.3.2.5. Most District Agriculture offices stated that funding for implementation of AIP activities was inconsistent and inadequate and this affected their community outreach activities where information is disseminated.
- 9.3.2.6. Furthermore, there is contradictory evidence from SFFRFM and MPs on the terms of the arrangement to transport fertilizer. SFFRFM stated that they invited potential transporters to avail themselves to sign contracts

with them. If MPs responded to the advertisement, they did so as transporters and signed contracts and were duly paid. On the contrary, some MPs claimed that they used their personal money including loans, while others claimed that they used CDFWRF to finance transportation of AIP inputs to their respective constituencies. According to the Chairperson for Parliamentary Committee on Agriculture there was no official communication in Parliament requesting MPs to assist in the transportation of fertilizer. From the evidence the process of engaging MPs was not transparent and was marred with inconsistencies. Within the scope of these Investigations, it is not possible to exhaustively interrogate how transportation costs for correction and distribution of the farm inputs were handled, and whether or not there was abuse and financial mismanagement. Suffice to state that this matter will have to be dealt with by relevant authorities, as per the directives herein.

9.3.3 Grievance Redress Mechanism

- 9.3.3.1. A functional Grievance Redress Mechanism in terms of effectiveness, efficiency and utility is one of the prerequisites for achieving transparency, accountability and responsiveness in public service delivery.
- 9.3.3.2. The evidence has demonstrated that the Grievance Redress mechanism that was in place was less effective. The Ministry of Agriculture provided a toll-free number 3013 which was used to capture grievances/complaints as a Grievance Redress Mechanism. However, beneficiaries were generally not provided with information on the existence of the toll-free number. Further, the toll-free number was not operational on one carrier service provider and this too was not communicated to the beneficiaries. Failure by the Ministry to put in place a functional Grievance Redress Mechanism resulted in lack of responsiveness to the complaints/grievances beneficiaries had.
- 9.3.3.3. Further, some beneficiaries reported that they were not aware of where to report to grievances that they encountered. Resultantly, whenever they had complaints they approached ADC Members, MPs and Councillors,

traditional leaders and EPA officials. However, they stated that Market Committees were best placed to handle such complaints. Evidence shows that the Market Committees were not empowered to handle some complaints, as such they were not sure where to direct them. This implies that beneficiaries did not have an effective mechanism of holding duty bearers accountable for the challenges they were facing and in some cases the Ministry did not provide feedback to the beneficiaries who had reported their complaints through the toll-free line.

- 9.3.3.4. SFFRFM Sales Clerks across the country stated that there were no clear guidelines on complaints handling.
- 9.3.3.5. The toll-free line that the Ministry introduced to receive AIP related enquiries was not known to most beneficiaries. This is despite assurance from the Ministry and District Councils that the toll-free number was popularized. Beneficiaries who were aware of the toll-free line stated that it was not reachable. The Ministry acknowledged that they were having problems with Airtel line but the TNM line was working perfectly, information which was not communicated to the beneficiaries.
- 9.3.3.6. According to standard practice, a complaint handling/grievance handling procedure should have a mode of receipt, possible timeframe for redress, available remedy and feedback. The grievance handling mechanism was not effective and efficient and this has negative implications on the transparency, accountability and responsiveness of the programme.
- 9.3.3.7. A further instance of lack of transparency and accountability in the AIP for the 2022/23 Growing Season was reported in Malawi News⁴¹ whereby SFFRFM confirmed receipt of returned money amounting to K750 million that was payment for fertiliser to Barkaat Foods Limited. It is on record this money was meant to be payment for fertiliser under the AIP. Barkaat Foods Limited is the firm which was a purported supplier of fertilizer. It was however established that the firm was a butchery and did not supply the fertilizer to the Government of Malawi.

41 Chimjeka, R., 2023. SFFRFM confirms receipt of returned fertiliser money. [Online] Available at: <https://times.mw/sffrfm-confirms-receipt-of-retained-fertiliser-money/>

This demonstrates lack of due diligence on the part of the concerned officials which led to mismanagement and misappropriation of public funds and fraudulent activities by the concerned officials.

- 9.3.3.8. Comprehensive information on circumstances surrounding this specific misprocurement as well as whether or not all officials that were involved have been duly subjected to attendant administrative disciplinary processes and/or criminal processes and sanctions, as appropriate has not been available to Malawians. This has serious implications on the issues of accountability and transparency.

9.3.4 The Budgetary Implications of the AIP

- 9.3.4.1. The AIP is being implemented at a very high monetary cost on the part of the Government of Malawi. Compared with other interventions in the agricultural sector, the outcomes of the AIP are far outweighed by the huge investments into the programme, in terms of money, time and labour as discussed in the ensuing subsections. There have also been cases of over expenditure on the AIP Budgets. Moreover, as discussed in the ensuing sections the maize productivity trends have not significantly improved over the years, and took a steep decline for the 2022/2023 growing season. Yet, according to the Malawi Vulnerability Assessment Committee (MVAC)'s Integrated Food Security Classification (IPC), reports for instance, 3.8 and 4.4 million people were food insecure in 2022 and 2023 despite the Malawi Government spending K160 billion in 2020/2021 and K142 billion in 2021/2022 Growing Seasons on AIP (MVAC, 2022, 2023) Generally, the AIP has not had a transformative impact, and the costs associated with the programme largely exceeds its benefits.

9.3.5 AIP Expenditure, Maize Productivity Trends and Ministry of Agriculture National Budget Share

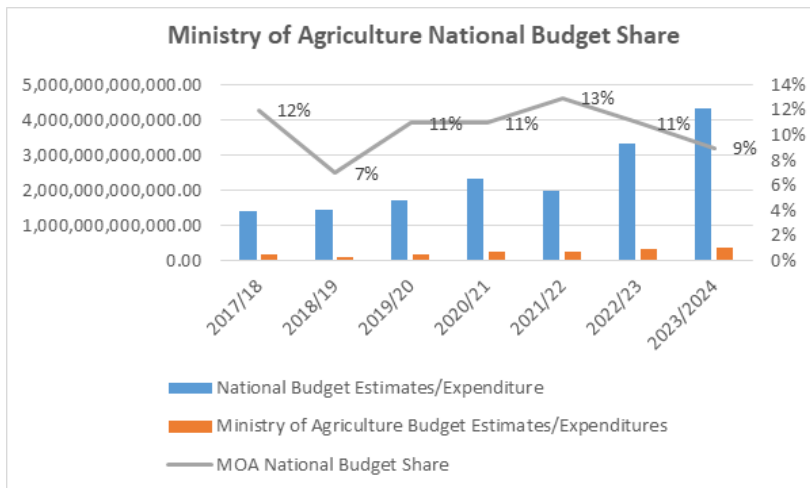
- 9.3.5.1. AIP just like its predecessor FISP is charged into the Consolidated Fund under the Ministry of Agriculture (MOA) Vote 190.
- 9.3.5.2. A review of 2017/18, 2018/19, 2019/20, 2020/21, 2021/22, 2022/23 and 2023/24 budget statements and

and/or Mid-Year Budget Review documents show that the Ministry in these years was allocated an average of 9% of the National Budget.

9.3.5.3. The Table 1 in this Report as illustrated in the graph below provides yearly allocation/expenditure of the Ministry during the consecutive 7 financial years.

9.3.5.4. The Graph 7 below as read with Table 1 in this Report shows that in the 7 financial years, the Ministry’s national budget share is between 9% to 13 %. The Ministry’s budget estimates/expenditure consist of 4 components namely Personal Emoluments, Other Recurrent Transactions (ORT), Donor Funded Projects (Part I)-Development I and Locally Funded Projects (Part II)-Development II.

Graph 7: Ministry of Agriculture National Budget Share

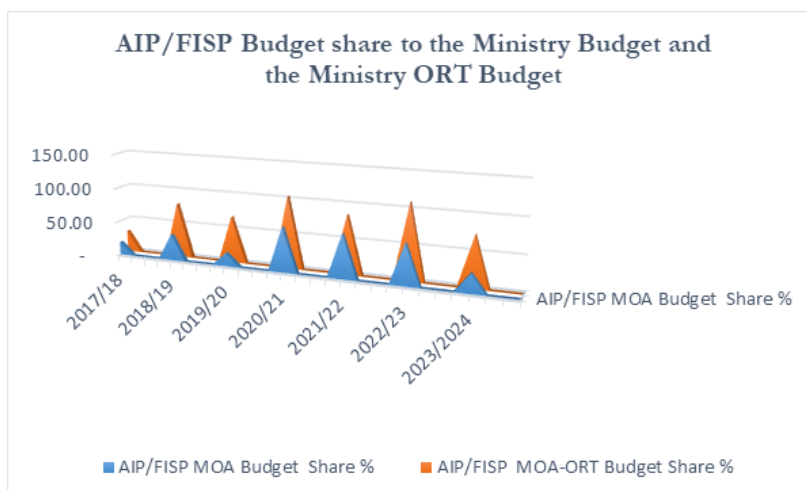


9.3.5.5. The Budget Statement and Mid-year Budget Review documents show that AIP/FISP are budgeted under the ORT component of the Ministry budget estimates.

9.3.5.6. A review of the Budget Statements and Mid-year Budget Review Statements⁴² for the period of 2017/18 to 2023/24 shows that the AIP/FISP budget share to the Ministry’s Budget ranges from 19.15% to 64.67% with an average of 41.79% while AIP/FISP Budget share to the Ministry ORT Budget ranges from 30.58% to 109.40% with an average of 78.21%. In both scenarios the AIP/ FISP Budget share mostly takes over 50% of the total Ministry’s Budget. Clearly, this has a negative effect on the

other programmes and activities for the Ministry.

Graph 8: AIP/FISP Budget share to the Ministry Budget and the Ministry ORT Budget



9.3.5.7. From the Table 2 as read with Graph 8 above in this Report, it can be seen that 2020/2021 and 2022/2023 AIP expenses were above their respective Mid-Year Budget Estimates. The AIP 2022/2023 final report prepared by the Ministry corroborates this point.

9.3.5.8. A review of budget statements and Mid-Year Budget Review documents shows that the AIP budget lines has 5 budget items, namely: Fertilizer Subsidy; Maize Seeds Subsidy; Arrears; Livestock and Logistics. FISP had all these components except the livestock.

9.3.5.9. The Table 3 in this Report provides estimates/expenditure breakdown of each component of FISP/AIP during the seven years under review. The table shows that AIP/FISP logistics expenses in the 7 financial years range from .61% to 3.02%, and fertilizer is between 76.06% and 92.88%.

9.3.5.10. The 2022/2023 AIP report by the Ministry indicates that the AIP was allocated MK109.4875 billion, of which MK97.5 billion, MK8.95 Billion, MK0.5billion and MK2.7375 billion was for fertilizer, seed, goats and logistics respectively. The logistics budget was revised upwards to pay ADMARC and SFFRFM expenses of 2021/2022 financial year. This particular budget item took up a significant chunk of the Budget.

9.3.5.11. The Table 4 in this Report shows that the Ministry

headquarters was funded more than SFFRFM which was also way below the amount paid to ADMARC and SFFRFM from the logistic budget for 2022/2023. Further, it also shows that entity which have votes under the 2022/2023 appropriation act such as MPS, NIS and ACB also received funds under the logistics budget line.

9.3.6 The Maize Productivity Trends

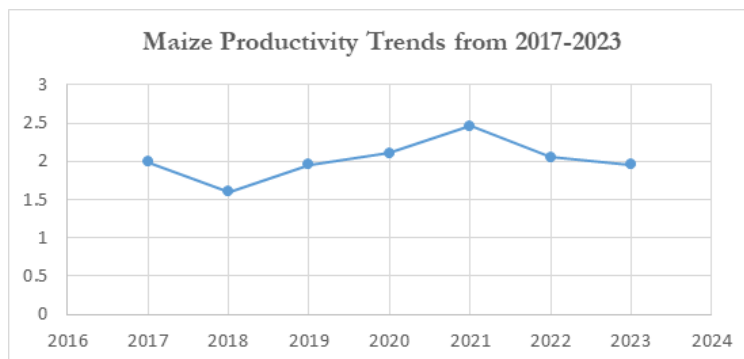
9.3.6.1 The Ministry’s agricultural production estimates show that from 2017 to 2023, maize production per hectare ranged from 1.60 to 2.46 MT. The table below provides details for every year from 2017 to 2023.

Table 12:Maize Productivity Trends from 2017-2023

Year	Crop	Hectare (Ha)	Production (MT)	Yield/Ha
2017	Maize	1,725,367	3,436,739	1.99
2018	Maize	1,685,347	2,697,959	1.60
2019	Maize	1,732,516	3,391,924	1.96
2020	Maize	1,724,238	3,641,359	2.11
2021	Maize	1,859,955	4,581,524	2.46
2022	Maize	1,814,931	3,716,479	2.05
2023	Maize	1,7898,83	3,509,837	1.96

9.3.6.2. The Graph 9 below shows trends of Maize Productivity from 2017 to 2023 drawn from the Table 12 above. As seen from the graph, there has been a steep decline in the maize production in the 2022 to 2023 growing season, compared to the 2019 to 2021 period. Most likely the declining trend will continue into 2024 due to adverse factors and the continued challenges that the delivery of AIP has faced.

Graph 9: Maize Productivity Trends from 2017-2023



- 9.3.6.3. A further review of the Ministry’s agricultural production estimates indicates that yield per Hectare for local maize ranges from 0.57 MT to 82 MT, composite maize 140 MT per Ha to 2.04 MT per Ha and hybrid maize 2.24 MT per Ha to 3.32 MT per Ha.

9.3.7 National Food Support Requirements

- 9.3.7.1 The Department of Disaster Management Affairs (DoDMA) 2022/2023 and 2023/2024 National Lean Season Food Insecurity Response Plans indicate that, 3,822,396 and 4.408 million people would require food assistance between November 2022 and March 2023, and October 2023 and March 2024 respectively.
- 9.3.7.2 Further, the 2022/2023 response plan estimated that approximately MK79.32 billion was need to support those in need and the 2023/2024 response plan estimated MK65.42 billion. Both estimates excluded “in-kind relief maize from the Strategic Grain Reserve (SGR)”
- 9.3.7.3 The MVAC report in 2019/2020 consumption year indicated that number of people facing food gaps and require humanitarian assistance for 2 to 5 months was 1.062million. In 2021 the report established that the number was 1.5million.
- 9.3.7.4 The above figures in terms of food insecure households/ people and the attendant budget for the food relief items brings into sharp question the utility of the AIP whose overall objective is attainment of food security at household and national level.

9.3.8 AIP Logistics-related Expenses

- 9.3.8.1 Section 13 (a) and (c) of the Public Finance Management Act requires the Minister responsible to ensure transparent and responsible use of public resources, and allocation of public resources allocated to achieve the objects and outputs approved for each vote.
- 9.3.8.2 Section 14 (1) and (f) requires controlling officers to ensure that appropriated funds are properly authorized and used with due regard to economy, efficiency, effectiveness and the avoidance of waste.

- 9.3.8.3 The logistics budget allocations show that the allocation while significantly huge has consistently been a smaller component of the AIP. However, the 2022/2023 AIP budget shows that the SFFRFM was allocated around 2.967 Billion Malawi Kwacha of the Ministry logistics budget and slightly less than one-tenth allocated to ADMARC and SFFRFM for operations related to AIP in 2021/2022.
- 9.3.8.4 The 2022/2023 AIP was marred with transportation challenges particularly since the transporters shunned transporting fertilizer due to lower than market prices. The SFFRFM openly advertised for the 2022/2023 AIP transport services in accordance with Section 37 of the PPDA. Given the challenges that marred the execution of these contracts with stakeholders such as MPs, there is need for further investigations on issues of financial management in relation to this matter. Within the scope of these Investigations, it is not possible to exhaustively interrogate how the transportation costs for correction and distribution of the farm inputs were handled, and whether or not there was abuse and financial mismanagement. Suffice to state that this matter will have to be dealt with by relevant authorities, as per the directives herein.

9.3.9 Over-expenditure

- 9.3.9.1 Section 14 (1) (i) of Public Finance Management Act prohibits over expenditure by controlling officers. The 2022/2023 AIP final report show that the expenditure was more than the approved AIP budget as provided for in 2022/2023 Mid-Year Budget Review. This was also the case in the year 2020/2021.
- 9.3.9.2 This *prima facie* case of over expenditure requires further investigations/audits to ascertain whether the expenses were properly authorized and/or accounted for. Within the scope of these Investigations, it is not possible to exhaustively interrogate this issue, suffice to state that this matter will have to be dealt with by relevant authorities, as per the directives herein.

9.4. Whether there were any acts of maladministration in the implementation of the AIP: the Successes, the Irregularities and the Failures

9.4.1. The systemic investigation while exposing the key successes of the AIP, has also exposed a number of weaknesses in the design and implementation of the programme. The key successes are the following:

9.4.1.1 Generally, of late, (i.e. the 2022/23 and 2023/24 Growing Seasons), there has been good political leadership over the programme, as well as effective technical support, albeit with rampant challenges that affect the overall optimal performance of the programme. These challenges are largely a result of endemic and structural factors attributable to long term systems failures and programming inefficiencies and ineffectiveness.

9.4.1.2 The setting up and operationalization of Mobile selling points. The beneficiaries commended the initiative as it mitigated the challenge of long distances to the established selling points.

9.4.1.3 The use of a system whereby beneficiaries' photographs were captured right at the selling points to compare with the photos on their national identification cards. This is an improved arrangement which to a great extent led to the curbing of the malpractice whereby vendors instead of designated beneficiaries used to purchase the fertilizer.

9.4.1.4 The telephone network was relatively good as compared to other growing seasons.

9.4.1.5 Seeds were available in all selling points.

9.4.1.6 In the 2022/2023 Growing Season transportation of fertilizer was cleared through Mozambique ports in an expedited manner to mitigate the problem of the low distribution. This was achieved as a result of the good bilateral relationship that Malawi has with the neighbouring countries, particularly Mozambique.

9.4.1.7 There was improved collaboration of key stakeholders such as Police Forums, Agriculture Officials, Chiefs and Members of Area Development Committee.

9.4.1.8 There was an implicit increase in selling points in the

2023/2024 Growing Season.

- 9.4.1.9 There were mechanisms for preferential treatment for vulnerable groups such as persons with disabilities, pregnant women and the elderly in that they were prioritized in accessing the inputs.
- 9.4.1.10 These successes notwithstanding; the AIP is being implemented at a very high monetary cost on the part of the Government. The structural and systemic failures and irregularities which constitutes maladministration comprise the following:
 - 9.4.1.10.1 lack of improvement in the programmes effectiveness and efficiency;
 - 9.4.1.10.2 non-compliance with set policies and procedures as well as relevant laws in the delivery of the AIP. For example, Priority Area 8 in the National Agriculture Policy (2016) which provides that Government shall facilitate and support infrastructure development for improved agriculture public service delivery and promote reforms of agricultural institutions, subsidies and programs to make them more sustainable and cost effective. At best the AIP is hardly cost-effective, at worst, it is not a sustainable programme in the long term, and the extent to which it complies with Smart Subsidies principle, especially in terms of a well thought-out Exit-Strategy is questionable;
 - 9.4.1.10.3 inappropriate targeting of beneficiaries;
 - 9.4.1.10.4 lack of alignment of the programme with complementary policies, or programmes such as the social cash transfer programme or the MEGA Farms project and the NRB registration system;
 - 9.4.1.10.5 inordinate delays in commencement of the programme with ripple effects on timeliness of delivery of farm inputs and resultant low crop yield; and



- 9.4.1.10.6 there are also major challenges with respect to processes to ensure transparency, accountability and responsiveness in the delivery of the programme characterized through limited provision of information to beneficiaries; less effective grievance redress mechanisms; incidences of abuse of power, corruption and fraud by some officials and other stakeholders entrusted with duty bearer roles in the delivery of the AIP Programme.
- 9.4.1.10.7 The bedrock of the structural and systemic failures is the rampant acts of maladministration that has tended to mar the implementation of the AIP Programme for the 2022/2023 and 2023/2024 growing season. These took the form of:
- 9.4.1.10.8 Inordinate delays in implementation of activities across the entire value chain characterized by: the late commencement of the AIP, the late appointment of SFFRFM as the sole supplier of fertilizer, failure to resolve transportation issues within reasonable time and failure to provide recommended ICT equipment to the Sales Clerks, all of which culminated in undue delays in the provision of the farm inputs in the 2022/2023 growing season. In the 2023/2024 Growing Season inputs were delivered to the beneficiaries' way past the critical fertilizer application period.
- 9.4.1.10.9 Despite the Ministry having completed all its preparatory processes, including processing all procurements approvals by July, 2023, the Ministry experienced delayed funding challenges as the Ministry of Finance through Treasury did not timely fund the Ministry as per the approved budget. Equally, the Reserve Bank of Malawi failed to timely provide the equivalent forex for the procurement of the fertilizer.

- 9.4.1.10.10 Serious levels of unpreparedness characterized by the failure by the Ministry to ensure timely delivery of inputs; procurement of less metric tonnes of fertilizer, as was the case in the 2022/2023 Growing season; and failure to ensure that all beneficiaries redeemed the procured inputs indicates lack of preparedness and thus maladministration.
- 9.4.1.10.11 Barring of beneficiaries in possession of NRB forms (temporary IDs) with barcodes from purchasing the inputs, and failure to ensure provision of appropriate information to the affected beneficiaries.
- 9.4.1.10.12 Lack of a functional, effective and efficient grievance mechanism.
- 9.4.1.10.13 Failure by the Ministry to proactively provide information to the members of the public regarding the donated Russian and Moroccan fertilizer. This resulted in the public speculating that some officials in Government were trying to financially profit from the donation yet AIP had its own budget and the beneficiaries were not expected to purchase the donated fertilizer. The Ministry's failure to proactively provide this information to the members of the public was an act of maladministration.
- 9.4.1.10.14 The involvement of MPs in transportation of fertilizer points to the failure by SFFRFM and the Ministry to put in place efficient transportation mechanisms. This created room for MPs to abuse the process, thus maladministration.
- 9.4.1.10.15 Some Traditional leaders and Sales Clerks unjustifiably demanded or solicited money from beneficiaries of AIP to fast track the redemption process. Further, some sales clerks connived with the beneficiaries to buy fertilizer with the intention of sharing. The conduct of Traditional Leaders and the sales

clerks therefore was devoid of principles of good ethical standards expected of persons discharging public duties and functions, thus, maladministration.

- 9.4.1.10.16 There was no due diligence by the Ministry in the one particular case of identification and procurement of fertilizer suppliers thus ending up in dealing Barkaat Foods Limited. The transaction exposes lack of due diligence, ineptitude, incompetence and unethical conduct on the part of the concerned officials, as well as financial mismanagement and fraudulent activities, thus maladministration.

9.5. CONCLUSION

- 9.5.1. The sum total of these rampant acts of maladministration, including the malpractices, unethical conduct, fraudulent acts and financial mismanagement associated with the AIP heavily detracted the attainment of the programmes main aim of attainment of food security at national and household levels and economic growth. The high international fertilizer prices and costs and high maize prices have also continued to undermine the programme's food security, poverty reduction and growth benefits. Thus, generally, the AIP has not had a transformative impact, and the costs associated with the programme generally exceeds its benefits.
- 9.5.2. In view of the foregoing, the Malawi Government needs to ensure that the issue of reprogramming of the agricultural subsidy programme and the possibility of an exit strategy remain firmly on the agenda for national policy debate in Malawi. The debate should continue to be informed by the evidence and lessons learnt from all the subsidies programmes Malawi has implemented over the years. There is a need to ensure that going forward the national policy debate on agricultural subsidies should be based on evidence rather than political ideology.
- 9.5.3. The Government of Malawi needs rethinking and reprogramming of its Farm Input Subsidy programming considering that the main aim of the programme, i.e. attainment of food security at the household and national level has largely not been attained. There is need to ensure either (1) a gradual exit from the programme and employ the resources freed up to invest in other sectors such as healthcare, education, and infrastructure, as well as the MEGA farms Initiative, the Agricultural

Commercialization programme, and the Irrigation Agriculture projects, or (2) a fundamental shift in the programming, i.e. remodeling of the programme to maximise on efficiency, responsiveness and effectiveness, as well as compliance with Smart subsidy principles.

10.0. DIRECTIVES

10.1. Section 126 of the Constitution provides that; *“Where the investigations of the Ombudsman reveal sufficient evidence to satisfy him or her that an injustice has been done, the Ombudsman shall:*

- a. *direct that appropriate administrative action be taken to redress the grievance;*
- b. *cause the appropriate authority to ensure that there are, in future, reasonably practicable remedies to redress a grievance; and*
- c. *refer a case to the Director of Public Prosecutions with a recommendation for prosecution, and, in the event of a refusal by the Director of Public Prosecutions to proceed with the case, the Ombudsman shall have the power to require reasons for the refusal.*

10.2. Section 8 (b) of the Ombudsman Act provides that the Ombudsman shall after holding an inquiry or investigation in accordance with the Act take appropriate action or steps to call for or require the remedying or reversal of matters or instances specified in section 5 through such means as are fair, proper and effective.

10.3. On the basis of the above provisions, in view of the findings outlined herein, I hereby direct that;

10.3.1. Given that the scope of this Systemic Investigations was limited to the lens of maladministration, the Government of Malawi through the Ministry of Agriculture should carry out a comprehensive Programme effectiveness, efficiency and cost-benefit Evaluation (research), of the FISP and the AIP, the findings of which should inform evidence-based policy and programmatic reforms of the AIP in the short and medium term with an exit strategy or a remodeling strategy in the long term. This Evaluation/Research should be conducted and concluded in the next Growing Season of 2024/2025;

10.3.2. The Ministry of Agriculture should formulate a well-thought-out strategy on mitigation measures for the vulnerable population and promotion of sustainable economic growth in its implementation of the AIP-related reforms and in the transitioning to other programmes within the agricultural sector. The Strategy should be in place and operationalized by the next Growing Season of 2024/2025.

10.3.3. Considering the potential threat and actual incidences of politicization of the AIP, the Government, through the Ministry of Agriculture should put in place a strategy for depoliticization of the AIP. The Strategy should be in place and operationalized by the next Growing

Season of 2024/2025.

- 10.3.4. Considering the incidences of fraud, financial mismanagement, unethical conduct and other malpractices that have continued to characterize the implementation of the AIP, the Government, through the Ministry of Finance and National Audit Office should commission a forensic audit of the AIP. The forensic audit should be carried out within the next two financial years.
- 10.3.5. The Ministry of Agriculture in conjunction with the Office of the Director of Public Prosecutions and the Office of the Attorney General should follow through with disciplinary and criminal investigations, as appropriate, and ensure that attendant disciplinary sanctions as well as criminal prosecution, as the case maybe, ensue in respect of all the public officials or persons involved in relation to the transaction with Barkaat Foods Limited, notwithstanding the fact that the money that the government paid has since been reportedly recovered. The disciplinary and criminal investigation processes should commence immediately.
- 10.3.6. Government through the National Planning Commission and relevant line Ministries and Agencies should take to scale the implementation of reforms in the Agricultural sector underpinned by the need to ensure that Malawi pursues a holistic and sustainable agricultural productivity and growth agenda;
- 10.3.7. Government through the Office of the President and Cabinet and relevant Ministries, Departments and Agencies should ensure policy and programmes alignment in the agricultural sector as well as in critical areas that are cross-cutting to the agricultural sector.
- 10.3.8. The Ministry of Finance through the Department of Economic Planning and Development should facilitate the harmonization process of all beneficiary data sets into the UBR and ensure that the UBR is fully functional.
- 10.3.9. Given that in Malawi the crop growing season usually starts from November at the beginning of the rainy season, future AIP should ensure that distribution of farm inputs should commence before the start of the rainy season (November) so that the farmers are well prepared.
- 10.3.10. In order for 10.3.9 above to be successfully achieved by the Ministry of Agriculture, it is imperative that the Ministry of Finance and Reserve Bank timely fund and secure necessary forex for the Ministry

respectively. To this end, the Ministry of Finance and Reserve Bank of Malawi should prioritize and consider ring-fencing AIP budget.

- 10.3.11. The Ministry of Agriculture in liaison with SFFRFM should ensure that from the next growing season the number of designated selling points for farm inputs is commensurate with targeted household and beneficiaries per EPA or Constituency (as appropriate).
- 10.3.12. The Ministry of Agriculture should exercise due diligence in the selection of farm inputs suppliers to ensure that such suppliers have the capacity to consistently, effectively, efficiently and adequately supply the farm inputs .
- 10.3.13. The Ministry of Agriculture in collaboration with Ministry of Local Government, Unity and Culture should follow up on all chiefs implicated in corrupt practices and malpractices and apply attendant disciplinary sanctions as and when appropriate.
- 10.3.14. Should the mobile market approach continue in the next growing seasons, the SFFRFM should have specific Sales Clerks designated in such markets rather than using the ones who are also manning other designated selling points.
- 10.3.15. The Ministry should improve the grievance redress mechanism to ensure that the beneficiaries have access to well-known and effective platform for lodging complaints which includes possible timeframe for redress, available remedy and feedback. This should be in place from the next growing season.
- 10.3.16. The Ministry should ensure that the grievance redress mechanisms deliberately integrates gender responsive approaches especially where the issues of sexual abuse and exploitation are concerned.
- 10.3.17. The Ministry in liaison with the SFFRFM should integrate anti-sexual harassment policies in AIP in order to protect both the beneficiaries and the workers. This should have clear guidelines on how to report such incidences and the remedies available. This is good practice for every Programme or Project. The Ministry should ensure that the Policy is in place within the next growing season.
- 10.3.18. The Government of Malawi is called upon to seriously embark on rethinking and reprogramming of the FISP through an all-inclusive stakeholder dialogue process based on evidence rather than political interest.
- 10.3.19. The Offices tasked with the implementation of the Directives in this

Report should continuously provide written updates to the Ombudsman on the Progress of execution of such directives within the stipulated timelines.

11.0. RIGHT OF REVIEW

11.1. Any party with sufficient interest dissatisfied with this Report and the Directives herein has a right to apply to the High Court for Review of this Determination pursuant to section 123 (2) of the Constitution of the Republic of Malawi within 3 months from the date of this Determination.

Dated this 8th day of March, 2024



Grace Tikambenji Malera (Mrs)
OMBUDSMAN

APPENDICES

APPENDIX 1: TABLE OF BENEFICIARIES PER REGION IN 2022/2023 AND 2023 AND 2024 GROWING SEASONS

NUMBER OF BENEFICIARIES									
2022/2023					2023/2024				
	ADD	DISTRICT NAME	FERTILIZER	LIVESTOCK	TOTAL	FERTILIZER	LIVESTOCK	TOTAL	INCREASE/DECREASE
Southern Region	Blantyre ADD	Blantyre	117,459	0	117,459	60,150		60,150	48.8
	Blantyre ADD	Chiradzulu	46,181	0	46,181	17,091		17,091	63.0
	Blantyre ADD	Mulanje	83,902	0	83,902	32,895		32,895	60.8
	Blantyre ADD	Mwanza	8,525	0	8,525	8,922		8,922	-4.7
	Blantyre ADD	Neno	18,233	0	18,233	10,643		10,643	41.6
	Blantyre ADD	Phalombe	56,699	0	56,699	24,452	4,500	28,952	48.9
	Blantyre ADD	Thyolo	93,467	0	93,467	48,089		48,089	48.5
	Shire Valley ADD	Chikwawa	48,407	0	48,407	26,916		26,916	44.4
	Shire Valley ADD	Nsanje	30,663	0	30,663	14,425		14,425	53.0
	Machinga ADD	Balaka	42,232	6,296	48,538	33,085	2,750	35,835	26.2
	Machinga ADD	Machinga	58,587	0	58,587	38,708		38,708	33.9
	Machinga ADD	Mangochi	83,582	0	83,582	60,276		60,276	27.9
	Machinga ADD	Zomba	87,723	0	87,723	50,552		50,552	42.4
	ADD TOTAL		775,660	6296	781,966	316,068	7,250	433,454	44.6
Northern Region	Karonga ADD	Chitipa	32,269	0	32,269	23,119		23,119	28.4
	Karonga ADD	Karonga	32,814	0	32,814	14,870		14,870	54.7
	Mzuzu ADD	Likoma	680	0	680	265		265	61.0
	Mzuzu ADD	Mzimba North	74,927	0	74,927	36,977		36,977	50.6
	Mzuzu ADD	Mzimba South	112,939	0	112,939	65,262		65,262	42.2
	Mzuzu ADD	Nkhatabay	23,309	0	23,309	18,128		18,128	22.2
	Mzuzu ADD	Rumphi	32,554	3,230	35,784	24,548		24,548	31.4
	ADD TOTAL		309,492	3230	312,722	183,169		183,169	41.4

Central Region	Kasungu ADD	Dowa	164,598	0	101658	159698		101,658	38.2
	Kasungu ADD	Kasungu	166,966	0	90,698	63,843		90,698	45.7
	Kasungu ADD	Mchinji	119,912	0	119,912	62,622		62,622	47.8
	Kasungu ADD	Ntchisi	47,396	0	47,396	43,898		43,898	7.4
	Lilongwe ADD	Dedza	168,934	0	168,934	122,399		122,399	27.5
	Lilongwe ADD	Lilongwe East	212,727	0	212,727	130,618		130,618	38.6
	Lilongwe ADD	Lilongwe West	282,799	0	282,799	183,340		183,340	35.2
	Lilongwe ADD	Ntcheu	96,422	0	96,422	69,000		69,000	28.4
	Salima ADD	Nkhotakota	65,082	0	65,082	40,176		40,176	38.3
	Salima ADD	Salima	73,533	0	73,533	36,468	2,500	38,968	47.0
ADD TOTAL			1,398,369	0	1,398,369	880,877	2,500	883,377	36.8
National Total			2,483,521	9,526	2,493,057	1,380,114	9,750	1,500,000	39.8

APPENDIX 2: TABLE SHOWING NUMBER OF FARMING HOUSEHOLDS PER DISTRICT:

FAMILY FARMING HOUSEHOLDS 2022/2023-2023/2024						
	2022/2023			2023/2024		
	DISTRICT	NO OF BENEFICIARIES		DISTRICT	NO OF BENEFICIARIES	INCREASE/DECREASE
Southern Region	Balaka	112559		Balaka	131772	17
	Blantyre	215738		Blantyre	208316	-3
	Chikwawa	119894		Chikwawa	120754	1
	Chiradzulu	112417		Chiradzulu	113620	1
	Mulanje	178063		Mulanje	230354	29
	Mwanza	30050		Mwanza	33125	10
	Neno	40465		Neno	42208	4
	Phalombe	118364		Phalombe	125945	6
	Thyolo	219591		Thyolo	227611	4
	Nsanje	74942		Nsanje	105198	40
	2022/2023			2023/2024		

	DISTRICT	NO OF BENEFICIARIES		DISTRICT	NO OF BENEFICIARIES	Increase / Decrease
Southern Region	Machinga	201339		Machinga	201339	0
	Mangochi	322752		Mangochi	322752	0
	Zomba	222934		Zomba	223855	0
		1,969,108			2,086,849	6
Northern Region	Chitipa	63951		Chitipa	103190	61
	Karonga	69637		Karonga	64631	-7
	Likoma	3041		Likoma	3068	1
	Mzimba North	133150		Mzimba North	103992	-22
	Mzimba South	103992		Mzimba South	154359	48
	Nkhatabay	56774		Nkhatabay	65533	15
	Rumphi	52167		Rumphi	57428	10
		482,712			552,201	14
Central Region	Dowa	67887		Dowa	110207	62
	Kasungu	307231		Kasungu	307231	0
	Mchinji	148916		Mchinji	97007	-35
	Ntchisi	75856		Ntchisi	65600	-14
	Dedza	459455		Dedza	307523	-33
	Lilongwe East	324225		Lilongwe East	335772	4
	Lilongwe West	485756		Lilongwe West	504139	4
	Ntcheu	180693		Ntcheu	180693	0
	Nkhotakota	127179		Nkhotakota	40176	-68
	Salima	131403		Salima	131403	0
		2,308,601			2,079,751	-10

APPENDIX 3: DETAILED AIP FERTILIZER DISTRIBUTION/REDEMPTION SCHEDULE AS OF 30TH MARCH 2023

	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)			
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total	
SOUTHERN REGION	BLADD	Blantyre	Ntonda	36082	1804	1804	3608	1,355.55	1,363.70	2,719.25	75.1	75.6	75.4	
	BLADD	Blantyre	Lirangwe	21064	1053	1053	2106	833.9	833.7	1,667.60	79.2	79.2	79.2	
	BLADD	Blantyre	Lunzu	15503	775	775	1550	722.1	722.2	1,444.30	93.2	93.2	93.2	
	BLADD	Blantyre	Kunthembwe	23146	1157	1157	2314	602.5	626.1	1,228.60	52.1	54.1	53.1	
	BLADD	Blantyre	Chipande	21664	1083	1083	2166	1,038.30	1,037.80	2,076.10	95.9	95.8	95.8	
					117,459.00	5,872.00	5,872.00	11,744.00	4,552.35	4,583.50	9,135.85	77.5	78.1	77.8
	BLADD	Chiradzulu	Mbulumbuzi	8,774	439	439	878	346.6	376.8	723.4	79.0	85.8	82.4	
	BLADD	Chiradzulu	Mombezi	19,690	985	985	1,970	686.75	688.7	1,375.45	69.7	69.9	69.8	
	BLADD	Chiradzulu	Thumbwe	17,717	886	886	1,772	804.2	767.5	1,571.70	90.8	86.6	88.7	
					46,181	2,310	2,310	4,620	1,837.55	1,833.00	3,670.55	79.5	79.4	79.4
	BLADD	Chiradzulu	Mbulumbuzi	8,774	439	439	878	346.6	376.8	723.4	79.0	85.8	82.4	
	BLADD	Chiradzulu	Mombezi	19,690	985	985	1,970	686.75	688.7	1,375.45	69.7	69.9	69.8	
	BLADD	Chiradzulu	Thumbwe	17,717	886	886	1,772	804.2	767.5	1,571.70	90.8	86.6	88.7	
					46,181	2,310	2,310	4,620	1,837.55	1,833.00	3,670.55	79.5	79.4	79.4
	BLADD	Mulanje	Kamwendo	12418	621	621	1242	466	458.9	924.9	75.0	73.9	74.5	
	BLADD	Mulanje	Msikawanjala	12103	605	605	1210	365.3	325.5	690.8	60.4	53.8	57.1	
	BLADD	Mulanje	Boma	9800	490	490	980	371.5	366.5	738	75.8	74.8	75.3	
	BLADD	Mulanje	Thuchila	20779	1039	1039	22857	392.55	361.3	753.85	37.8	34.8	36.3	
	BLADD	Mulanje	Milonde	28802	1440	1440	2880	1,323.20	1,323.20	2646.4	91.9	91.9	91.9	
					83,902	4,195.00	4,195.00	29,169.00	2,918.55	2,835.40	5,753.95	69.6	67.6	68.6
	BLADD	Mwanza	Thambani	1,610	81	81	162	76.75	57.6	134.35	94.8	71.1	82.9	
	BLADD	Mwanza	Mwanza	6,915	346	346	692	225.9	173	398.9	65.3	50.0	57.6	
					8,525	427	427	854	302.65	230.6	533.25	70.9	54.0	62.4
	BLADD	Neno	Neno	11,072	554	554	1108	453.4	421.8	875.2	81.8	76.1	79.0	
	BLADD	Neno	Lisungwi	7,161	358	358	716	188.35	182.1	370.45	52.6	50.9	51.7	
					18,233	912	912	1,824.00	641.75	603.9	1,245.65	70.4	66.2	68.3
BLADD	Phalombe	Nkhulambe	11,376	569	569	1138	446.8	457.2	904	78.5	80.4	79.4		

	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)		
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total
SOUTHERN REGION	BLADD	Phalombe	Waruma	9,448	472	472	944	303.95	241.9	545.85	64.4	51.3	57.8
	BLADD	Phalombe	Kasongo	11,965	598	598	1196	519.05	514.8	1033.85	86.8	86.1	86.4
	BLADD	Phalombe	Naminjiwa	11,376	569	569	1138	457.25	431.9	889.15	80.4	75.9	78.1
	BLADD	Phalombe	Tamani	7,214	361	361	722	255.45	219.3	474.75	70.8	60.7	65.8
	BLADD	Phalombe	Mpinda	5,359	268	268	536	199.5	192.5	392	74.4	71.8	73.1
				56,738	2,837	2,837	5,674.00	2,182.00	2,057.60	4,239.60	76.9	72.5	74.7
	BLADD	Thyolo	Dwale	20,311	1016	1016	2032	691.8	672.1	1,363.90	68.1	66.2	67.1
	BLADD	Thyolo	Khonjeni	11,329	566	566	1132	449.85	446.2	896.05	79.5	78.8	79.2
	BLADD	Thyolo	Masambarangati	16,170	809	809	1618	658.65	654.7	1,313.35	81.4	80.9	81.2
	BLADD	Thyolo	Matapwata	20,858	1043	1043	2086	691.4	692.5	1,383.90	66.3	66.4	66.3
	BLADD	Thyolo	Thekerani	9,437	472	472	944	235.75	235.8	471.55	49.9	50.0	50.0
	BLADD	Thyolo	Thyolo Centre	15,362	768	768	1536	746.9	721.6	1,468.50	97.3	94.0	95.6
				93,467	4,674	4,674	9,348.00	3,474.35	3,422.90	6,897.25	74.3	73.2	73.8
	MADD	Zomba	Chingale	6,839	342	342	684	196.05	212	408.05	57.3	62.0	59.7
	MADD	Zomba	Dzaone	13,311	666	666	1332	547.15	481.8	1028.95	82.2	72.3	77.2
	MADD	Zomba	Likangala	6,344	317	317	634	263.5	261.1	524.6	83.1	82.4	82.7
	MADD	Zomba	Malosa	8,778	439	439	878	427.6	426.7	854.3	97.4	97.2	97.3
	MADD	Zomba	Masaula	4,658	233	233	466	89.55	108.6	198.15	38.4	46.6	42.5
	MADD	Zomba	Mpokwa	11,946	597	597	1194	545.45	539.4	1084.85	91.4	90.4	90.9
	MADD	Zomba	Ngwelerero	8,081	404	404	808	362.1	325.8	687.9	89.6	80.6	85.1
	MADD	Zomba	Nsondole	8,159	408	408	816	359.45	353.3	712.75	88.1	86.6	87.3
	MADD	Zomba	Thondwe	19,607	980	980	1960	858.95	827.3	1686.25	87.6	84.4	86.0
				87,723	4,386	4,386	8,772	3,650	3,536	7,186	83.2	80.6	81.9
	SVADD	Chikwawa	Mitole	7991	400	400	800	142.9	144.8	287.7	35.7	36.2	36.0
	SVADD	Chikwawa	Livunzu	9443	472	472	944	273.7	278.3	552	58.0	59.0	58.5
SVADD	Chikwawa	Dolo	7089	354	354	708	268.65	268.7	537.35	75.9	75.9	75.9	
SVADD	Chikwawa	Kalambo	8305	415	415	830	302.95	302.9	605.85	73.0	73.0	73.0	
SVADD	Chikwawa	Mbewe	7308	365	365	730	88.2	88.2	176.4	24.2	24.2	24.2	

	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)		
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total
SOUTHERN REGION	SVADD	Chikwawa	Mikalango	8291	415	415	830	329.55	329.6	659.15	79.4	79.4	79.4
				48,427	2,421	2,421	4,842	1,406	1,413	2,818	58.1	58.3	58.2
	SVADD	Nsanje	Makhanga	6991	350	350	700	92.2	93	185.2	26.3	26.6	26.5
	SVADD	Nsanje	Magoti	5969	298	298	596	58.2	58.3	116.5	19.5	19.6	19.5
	SVADD	Nsanje	Mpatsa	4073	204	204	408	78	78	156	38.2	38.2	38.2
	SVADD	Nsanje	Nyachilenda	6101	305	305	610	120	120	240	39.3	39.3	39.3
	SVADD	Nsanje	Zunde	7529	376	376	752	243.55	262.9	506.45	64.8	69.9	67.3
				30,663	1,533	1,533	3,066	592	612	1,204	38.6	39.9	39.3
	MADD	Balaka	Bazale	13533	677	677	1354	575.6	189.8	765.4	85.0	28.0	56.5
	MADD	Balaka	Mpilisi	8061	403	403	806	323.4	210.7	534.1	80.2	52.3	66.3
	MADD	Balaka	Phalula	1269	63	63	126	56.25	50.3	106.55	89.3	79.8	84.6
	MADD	Balaka	Rivirivi	3868	193	193	386	177.15	39.7	216.85	91.8	20.6	56.2
	MADD	Balaka	Ulongwe	13406	670	670	1340	424.75	408.8	833.55	63.4	61.0	62.2
	MADD	Balaka	Utale	2413	121	121	242	101.85	67.1	168.95	84.2	55.5	69.8
				42,550	2,127	2,127	4,254	1,659	966	2,625	78.0	45.4	61.7
	MADD	Machinga	Chikweo	5,375	269	269	538	237.8	237.8	475.6	88.4	88.4	88.4
	MADD	Machinga	Domasi	6,659	333	333	666	300.4	295.1	595.5	90.2	88.6	89.4
	MADD	Machinga	Mbonechera	9,213	461	461	922	435.15	430.2	865.35	94.4	93.3	93.9
	MADD	Machinga	Nampeya	6,418	321	321	642	306.6	306.6	613.2	95.5	95.5	95.5
	MADD	Machinga	Nanyumbu	7,669	383	383	766	351.45	351.8	703.25	91.8	91.9	91.8
	MADD	Machinga	Mtubwi	5,351	268	268	536	222.45	220.1	442.55	83.0	82.1	82.6
	MADD	Machinga	Nsanama	4,166	208	208	416	195.65	193.2	388.85	94.1	92.9	93.5
	MADD	Machinga	Ngokwe	4,002	200	200	400	183.75	183.8	367.55	91.9	91.9	91.9
	MADD	Machinga	Nyambi	9,734	487	487	974	466.65	466.7	933.35	95.8	95.8	95.8
				58,587	2,930	2,930	5,860	2,700	2,685	5,385	92.1	91.6	91.9
	MADD	Mangochi	Nankumba	4,549	227	227	454	211.9	212.2	424.1	93.3	93.5	93.4
	MADD	Mangochi	Mbwadzulu	8,621	431	431	862	405.3	389.2	794.5	94.0	90.3	92.2
	MADD	Mangochi	Nasenga	9,765	488	488	976	161.25	221.2	382.45	33.0	45.3	39.2
	MADD	Mangochi	Mthiramanja	6,132	307	307	614	176.55	172.4	348.95	57.5	56.2	56.8

	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)			
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total	
SOUTHERN REGION														
	MADD	Mangochi	Chilipa	4,649	232	232	464	165.15	136	301.15	71.2	58.6	64.9	
	MADD	Mangochi	Maiwa	8,824	441	441	882	173.85	173.9	347.75	39.4	39.4	39.4	
	MADD	Mangochi	Lungwena	8,312	416	416	832	315.6	77.7	393.3	75.9	18.7	47.3	
	MADD	Mangochi	Mpilipili	8,307	415	415	830	151.5	151.6	303.1	36.5	36.5	36.5	
	MADD	Mangochi	Katuli	6,068	303	303	606	273.15	263.8	536.95	90.1	87.1	88.6	
	MADD	Mangochi	Ntiya	8,504	425	425	850	386.45	347.7	734.15	90.9	81.8	86.4	
	MADD	Mangochi	Masuku	9,851	493	493	986	395.2	395.1	790.3	80.2	80.1	80.2	
				83,582	4,178	4,178	8,356	2,816	2,541	5,357	67.4	60.8	64.1	
	Region Total			776,037	38,802	38,802	98,383	28,732	27,320	56,052	74.0	70.4	72.2	
CENTRAL REGION	SLADD	Nkhotakota	Nkhunga	13,874	694	694	1388	672	563.2	1,235.20	96.8	81.2	89.0	
	SLADD	Nkhotakota	Mwansambo	6,084	304	304	608	279.8	221.5	501.30	92.0	72.9	82.5	
	SLADD	Nkhotakota	Mtosa	8,410	421	421	842	402.85	355.4	758.25	95.7	84.4	90.1	
	SLADD	Nkhotakota	Mphonde	6,260	313	313	626	303.7	282.3	586.00	97.0	90.2	93.6	
	SLADD	Nkhotakota	Linga	15,478	774	774	1548	758.1	745.4	1,503.50	97.9	96.3	97.1	
	SLADD	Nkhotakota	Kasitu	4,873	244	244	488	232.75	232.7	465.45	95.4	95.4	95.4	
	SLADD	Nkhotakota	Zidyana	10,103	505	505	1010	478.8	228.6	707.40	94.8	45.3	70.0	
					65,082.00	3,255.00	3,255.00	6,510.00	3,128.00	2,629.10	5,757.10	96.1	80.8	88.4
	SLADD	Salima	Matenje	9,562	478	478	956	342.6	262.5	605.1	71.7	54.9	63.3	
	SLADD	Salima	Tembwe	16,122	806	806	1612	686.25	508	1194.25	85.1	63.0	74.1	
	SLADD	Salima	Katelera	13,766	688	688	1376	489.95	214.8	704.75	71.2	31.2	51.2	
	SLADD	Salima	Makande	4,716	236	236	472	215.65	200.85	416.5	91.4	85.1	88.2	
	SLADD	Salima	Chiluwa	9,255	463	463	926	395.95	64.1	460.05	85.5	13.8	49.7	
	SLADD	Salima	Chipoka	11,768	588	588	1176	573.05	456.8	1029.85	97.5	77.7	87.6	
	SLADD	Salima	Chinguluwe	8,344	417	417	834	323.6	284.4	608	77.6	68.2	72.9	
					73,533.00	3,676.00	3,676.00	7,352.00	3,027.05	1,991.45	5,018.50	82.3	54.2	68.3
KADD	Dowa West	Bowe	19,423	971	971	1942	901.1	874	1,775.10	92.8	90.0	91.4		
KADD	Dowa West	Madisi	17,795	890	890	1780	874.05	469.7	1,343.75	98.2	52.8	75.5		
KADD	Dowa West	Chisepo	16,051	803	803	1606	590.15	538.4	1,128.55	73.5	67.0	70.3		

	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)		
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total
CENTRAL REGION	KADD	Dowa West	Mndolera	12,760	638	638	1276	596.5	580.1	1,176.60	93.5	90.9	92.2
	KADD	Dowa West	Mponela	24,454	1223	1223	2446	1,195.30	1,123.10	2,318.40	97.7	91.8	94.8
	KADD	Dowa West	Nambuma	9,229	461	461	922	427.95	280.3	708.25	92.8	60.8	76.8
				99,712.00	4,986.00	4,986.00	9,972.00	4,585.05	3,865.60	8,450.65	92.0	77.5	84.7
	KADD	Dowa East	Chibvala	13,062	653	653	1306	503.65	505.6	1,009.25	77.1	77.4	77.3
	KADD	Dowa East	Mvera	18,369	918	918	1836	906.1	900.5	1,806.60	98.7	98.1	98.4
	KADD	Dowa East	Nachisaka	26,991	1350	1350	2700	1,321.75	1,305.70	2,627.45	97.9	96.7	97.3
	KADD	Dowa East	Nalunga	6,464	323	323	646	319.2	318.9	638.10	98.8	98.7	98.8
				64,886.00	3,244.00	3,244.00	6,488.00	3,050.70	3,030.70	6,081.40	94.0	93.4	93.7
	KADD	Kasungu	Chamama	20,444	1022	1022	2044	772.4	656.2	1,428.60	75.6	64.2	69.9
	KADD	Kasungu	Chulu	15,876	794	794	1588	713	408	1,121.00	89.8	51.4	70.6
	KADD	Kasungu	Kaluluma	18,195	910	910	1820	904.3	872.7	1,777.00	99.4	95.9	97.6
	KADD	Kasungu	Kasungu Chipala	29,825	1491	1491	2982	1,239.90	923	2,162.90	83.2	61.9	72.5
	KADD	Kasungu	Lisasadzi	27,020	1351	1351	2702	1,003.15	647	1,650.15	74.3	47.9	61.1
	KADD	Kasungu	Mkanakhoti	16,715	836	836	1672	824.35	250.7	1,075.05	98.6	30.0	64.3
	KADD	Kasungu	Mtunthama	21,518	1076	1076	2152	847.3	672	1,519.30	78.7	62.5	70.6
	KADD	Kasungu	Santhe	17373	869	869	1738	689.45	584.8	1,274.25	79.3	67.3	73.3
				166,966.00	8,349.00	8,349.00	16,698.00	6,993.85	5,014.40	12,008.25	83.8	60.1	71.9
	KADD	Mchinji	Mkanda	24,548	1227	1227	2454	1,162.45	878.6	2,041.05	94.7	71.6	83.2
	KADD	Mchinji	Mikundi	21,233	1062	1062	2124	923.35	831.7	1,755.05	86.9	78.3	82.6
	KADD	Mchinji	Chioshya	11,679	584	584	1168	468.75	394.7	863.45	80.3	67.6	73.9
	KADD	Mchinji	Msitu	17,423	871	871	1742	842.1	770.7	1,612.80	96.7	88.5	92.6
	KADD	Mchinji	Kalulu	13,233	662	662	1324	539.95	325.1	865.05	81.6	49.1	65.3
	KADD	Mchinji	Mloniyeni	17,137	857	857	1714	778.1	639.7	1,417.80	90.8	74.6	82.7
	KADD	Mchinji	Zulu	14,659	733	733	1466	707.75	609.2	1,316.95	96.6	83.1	89.8
				119,912.00	5,996.00	5,996.00	11,992.00	5,422.45	4,449.70	9,872.15	90.4	74.2	82.3
	KADD	Ntchisi	Chipuka	10,425	521	521	1042	512	497	1,009.00	98.3	95.4	96.8
KADD	Ntchisi	Chikwatula	10,444	522	522	1044	519.55	513	1,032.55	99.5	98.3	98.9	

	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)		
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total
CENTRAL REGION	KADD	Ntchisi	Kalira	10,828	541	541	1082	510.8	353.8	864.60	94.4	65.4	79.9
	KADD	Ntchisi	Malomo	15,699	785	785	1570	778.25	737.3	1,515.55	99.1	93.9	96.5
				47,396.00	2,369.00	2,369.00	4,738.00	2,320.60	2,101.10	4,421.70	98.0	88.7	93.3
	LADD	Dedza	Bembeke	13,459	673	673	1346	662.75	556.5	1,219.25	98.5	82.7	90.6
	LADD	Dedza	Chafumbwa	13,543	677	677	1354	574.8	391.5	966.30	84.9	57.8	71.4
	LADD	Dedza	Golomoti	11,128	556	556	1112	363.4	253.4	616.80	65.4	45.6	55.5
	LADD	Dedza	Kabwazi	13,025	651	651	1302	507.9	351.1	859.00	78.0	53.9	66.0
	LADD	Dedza	Kanyama	19,654	983	983	1966	954.6	924.1	1,878.70	97.1	94.0	95.6
	LADD	Dedza	Kaphuka	18,998	950	950	1900	861.55	698.5	1,560.05	90.7	73.5	82.1
	LADD	Dedza	Linthipe	33,795	1690	1690	3380	1,311.75	1,029.60	2,341.35	77.6	60.9	69.3
	LADD	Dedza	Lobi	17,119	856	856	1712	814.55	594.8	1,409.35	95.2	69.5	82.3
	LADD	Dedza	Mayani	14,168	708	708	1416	566.55	214.5	781.05	80.0	30.3	55.2
	LADD	Dedza	Mtakataka	14,045	702	702	1404	502.9	236.5	739.40	71.6	33.7	52.7
				168,934.00	8,446.00	8,446.00	16,892.00	7,120.75	5,250.50	12,371.25	84.3	62.2	73.2
	LADD	Lilongwe East	Chigonthe	31,542	1577	1577	3154	1,228.75	977.6	2,206.35	77.9	62.0	70.0
	LADD	Lilongwe East	Mkwinda	22,162	1108	1108	2216	868.2	836.7	1,704.90	78.4	75.5	76.9
	LADD	Lilongwe East	Nyanja	22,294	1115	1115	2230	1,083.10	956.5	2,039.60	97.1	85.8	91.5
	LADD	Lilongwe East	Chitsime	36,377	1819	1819	3638	1,303.05	855	2,158.05	71.6	47.0	59.3
	LADD	Lilongwe East	Chitekwere	32,213	1611	1611	3222	1,358.90	593.8	1,952.70	84.4	36.9	60.6
	LADD	Lilongwe East	Mpenu	27,011	1351	1351	2702	1,067.30	591.2	1,658.50	79.0	43.8	61.4
LADD	Lilongwe East	Chiwamba	35,128	1756	1756	3512	995.15	809.5	1,804.65	56.7	46.1	51.4	



	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)			
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total	
				206,727.00	10,337.00	10,337.00	20,674.00	7,904.45	5,620.30	13,524.75	76.5	54.4	65.4	
CENTRAL REGION	LADD	Lilongwe West	Chilaza	16,239	812	812	1624	737.65	723.2	1,460.85	90.8	89.1	90.0	
	LADD	Lilongwe West	Chileka	24,807	1240	1240	2480	1,053.90	1,053.10	2,107.00	85.0	84.9	85.0	
	LADD	Lilongwe West	Demera	22,208	1110	1110	2220	885.45	788.6	1,674.05	79.8	71.0	75.4	
	LADD	Lilongwe West	Malingunde	20,601	1030	1030	2060	1,008.65	1,012.20	2,020.85	97.9	98.3	98.1	
	LADD	Lilongwe West	Ming'ongo	31,572	1579	1579	3158	1,323.50	1,403.50	2,727.00	83.8	88.9	86.4	
	LADD	Lilongwe West	Mitundu	20,773	1039	1039	2078	1,005.00	966.4	1,971.40	96.7	93.0	94.9	
	LADD	Lilongwe West	Mlomba	15,013	751	751	1502	735.6	646.4	1,382.00	97.9	86.1	92.0	
	LADD	Lilongwe West	Mngwangwa	33,511	1676	1676	3352	1,496.30	1,409.00	2,905.30	89.3	84.1	86.7	
	LADD	Lilongwe West	Mpingu	23,367	1168	1168	2336	973.1	765.7	1,738.80	83.3	65.6	74.4	
	LADD	Lilongwe West	Nthondo	31,533	1577	1577	3154	1,550.95	1,554.60	3,105.55	98.3	98.6	98.5	
	LADD	Lilongwe West	Thawale	11,847	592	592	1184	566.05	462	1,028.05	95.6	78.0	86.8	
	LADD	Lilongwe West	Ukwe	29,328	1466	1466	2932	1,356.85	1,318.80	2,675.65	92.6	90.0	91.3	
					280,799.00	14,040.00	14,040.00	28,080.00	12,693.00	12,103.50	24,796.50	90.4	86.2	88.3
	LADD	Ntcheu	Bilira	9,612	481	481	962	380.6	380.4	761.00	79.1	79.1	79.1	
	LADD	Ntcheu	Kandeu	17,402	870	870	1740	637.15	632.2	1269.35	73.2	72.7	73.0	
	LADD	Ntcheu	Manjawira	12,337	617	617	1234	526.35	486.7	1013.05	85.3	78.9	82.1	
LADD	Ntcheu	Njolomole	11,162	558	558	1116	484.85	459.8	944.65	86.9	82.4	84.6		
LADD	Ntcheu	Nsipe	18,708	935	935	1870	886.4	850.7	1737.1	94.8	91.0	92.9		
LADD	Ntcheu	Sharpevale	15,295	765	765	1530	514.6	340.4	855	67.3	44.5	55.9		

	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)		
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total
	LADD	Ntcheu	Tsangano	11,906	595	595	1190	541.3	548.9	1090.2	91.0	92.3	91.6
				96,422.00	4,821.00	4,821.00	9,642.00	3,971.25	3,699.10	7,670.35	82.4	76.7	79.6
	Region Total			1,390,369.00	69,519.00	69,519.00	139,038.00	60,217.15	49,755.45	109,972.60	86.6	71.6	79.1
NORTHERN REGION	KRADD	Chitipa	Chisenga	2,942	147	147	294	142	122.4	264.4	96.6	83.3	89.9
	KRADD	Chitipa	Misuku	3,623	181	181	362	177.75	143	320.75	98.2	79.0	88.6
	KRADD	Chitipa	Lufita	14,183	709	709	1418	704	651.7	1355.7	99.3	91.9	95.6
	KRADD	Chitipa	Kavukuku	4,746	237	237	474	234.6	204.2	438.8	99.0	86.2	92.6
	KRADD	Chitipa	Mwamkumbwa	3,198	160	160	320	157.95	98.5	256.45	98.7	61.6	80.1
	KRADD	Chitipa	Kameme	3,574	179	179	358	175.1	94.4	269.5	97.8	52.7	75.3
				32,266.00	1,613.00	1,613.00	3,226.00	1,591.40	1,314.20	2,905.60	98.7	81.5	90.1
	KRADD	Karonga	Kaporo North	5,316	266	266	532	253.35	127.2	380.55	95.2	47.8	71.5
	KRADD	Karonga	Kaporo South	4,987	249	249	498	244.65	131.2	375.85	98.3	52.7	75.5
	KRADD	Karonga	Mpata	7,464	373	373	746	360.3	349.2	709.5	96.6	93.6	95.1
	KRADD	Karonga	Lupembe	3,861	193	193	386	188.95	86.1	275.05	97.9	44.6	71.3
	KRADD	Karonga	Nyungwe	4,134	207	207	414	205	203.3	408.3	99.0	98.2	98.6
	KRADD	Karonga	Vinthukutu	7,139	357	357	714	345.1	290.65	635.75	96.7	81.4	89.0
				32,901.00	1,645.00	1,645.00	3,290.00	1,597.35	1,187.65	2,785.00	97.1	72.2	84.7
	MZADD	Likoma	Likoma	680	34	34	68	28.75	28.7	57.4	84.6	84.4	84.5
				680	34	34	68	28.75	28.7	57.4	84.6	84.4	84.5
	MZADD	Mzimba North	Malidade	6,305	315	315	630	308.5	286	594.5	97.9	90.8	94.4
	MZADD	Mzimba North	Mbalachanda	3,773	189	189	378	186.35	179.5	365.85	98.6	95.0	96.8
MZADD	Mzimba North	Njuyu	5,151	258	258	516	254.15	242.3	496.45	98.5	93.9	96.2	
MZADD	Mzimba North	Engucwini	6,702	335	335	670	331.65	295.9	627.55	99.0	88.3	93.7	
MZADD	Mzimba North	Emsizini	8,646	432	432	864	421.65	416.2	837.85	97.6	96.3	97.0	

	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)			
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total	
NORTHERN REION	MZADD	Mzimba North	Zombwe	12,906	645	645	1290	631.65	625.4	1257.05	97.9	97.0	97.4	
	MZADD	Mzimba North	Bwengu	10,514	526	526	1052	512.5	263.6	776.1	97.4	50.1	73.8	
	MZADD	Mzimba North	Euthini	11,713	586	586	1172	561.2	479.5	1040.7	95.8	81.8	88.8	
	MZADD	Mzimba North	Mpherembe	9,217	461	461	922	446.25	405.3	851.55	96.8	87.9	92.4	
					74,927.00	3,747.00	3,747.00	7,494.00	3,653.90	3,193.70	6,847.60	97.5	85.2	91.4
	MZADD	Mzimba South	Bulala	10,665	533	533	1066	525.4	511.5	1,036.90	98.6	96.0	97.3	
	MZADD	Mzimba South	Mjinge	6,849	342	342	684	333	321.9	654.90	97.4	94.1	95.7	
	MZADD	Mzimba South	Chikangawa	4,209	210	210	420	209.15	205.5	414.65	99.6	97.9	98.7	
	MZADD	Mzimba South	Vibangalala	10,318	516	516	1032	512.25	497.9	1,010.15	99.3	96.5	97.9	
	MZADD	Mzimba South	Mbawa	12,096	605	605	1210	597.05	594.7	1,191.75	98.7	98.3	98.5	
	MZADD	Mzimba South	Hora	3,626	181	181	362	176.55	173.4	349.95	97.5	95.8	96.7	
	MZADD	Mzimba South	Manyamula	12,647	632	632	1264	615.8	517.8	1,133.60	97.4	81.9	89.7	
	MZADD	Mzimba South	Eswazini	5,207	260	260	520	258.9	255.8	514.70	99.6	98.4	99.0	
	MZADD	Mzimba South	Luwerezi	7,403	370	370	740	367.25	360.3	727.55	99.3	97.4	98.3	
	MZADD	Mzimba South	Emfeni	12,522	626	626	1252	576.95	347.8	924.75	92.2	55.6	73.9	
	MZADD	Mzimba South	Khosolo	6,511	326	326	652	320.9	291.5	612.40	98.4	89.4	93.9	
	MZADD	Mzimba South	Kazomba	9,477	474	474	948	464.95	419.2	884.15	98.1	88.4	93.3	

	ADD	District	EPA	Beneficiary Allocation	Targeted Fertilizer (MT)			Quantity sold (MT)			Percentage sold (%)			
					NPK	Urea	Total	NPK	Urea	Total	NPK	Urea	Total	
NORTHERN REGION	MZADD	Mzimba South	Champhira	11,409	570	570	1140	560	438.4	998.40	98.2	76.9	87.6	
				112,939.00	5,645.00	5,645.00	11,290.00	5,518.15	4,935.70	10,453.85	97.8	87.4	92.6	
	MZADD	Nkhatabay	Chikwina	3,400	170	170	340	167.35	165.9	333.25	98.4	97.6	98.0	
	MZADD	Nkhatabay	Chintheche	4,104	205	205	410	174	182.1	356.1	84.9	88.8	86.9	
	MZADD	Nkhatabay	Chitheka	1,539	77	77	154	76	75.4	151.4	98.7	97.9	98.3	
	MZADD	Nkhatabay	Kavuzi	1,955	98	98	196	97.15	96.3	193.45	99.1	98.3	98.7	
	MZADD	Nkhatabay	Limphasa	1,310	66	66	132	63.35	55.5	118.85	96.0	84.1	90.0	
	MZADD	Nkhatabay	Mpamba	2,545	127	127	254	123.85	115	238.85	97.5	90.6	94.0	
	MZADD	Nkhatabay	Mzenga	1,476	74	74	148	69.5	51.5	121	93.9	69.6	81.8	
	MZADD	Nkhatabay	Nkhata Bay	4,891	245	245	490	231.55	211.1	442.65	94.5	86.2	90.3	
	MZADD	Nkhatabay	Tukombo	2,089	104	104	208	90.1	47.2	137.3	86.6	45.4	66.0	
					23,309.00	1,166.00	1,166.00	2,332.00	1,092.85	1,000.00	2,092.85	93.7	85.8	89.7
	MZADD	Rumphi	Bolero	9,246	462	462	924	446.25	443.7	889.95	96.6	96.0	96.3	
	MZADD	Rumphi	Chiweta	2,617	131	131	262	122.05	95.3	217.35	93.2	72.7	83.0	
	MZADD	Rumphi	Katowo	4,033	202	202	404	197.65	197.2	394.85	97.8	97.6	97.7	
	MZADD	Rumphi	Mhuju	8,319	416	416	832	408.8	366.2	775	98.3	88.0	93.1	
	MZADD	Rumphi	Mphompha	1,581	79	79	158	74.15	74.2	148.35	93.9	93.9	93.9	
MZADD	Rumphi	Mwazisi	3,653	183	183	366	179.45	174.1	353.55	98.1	95.1	96.6		
MZADD	Rumphi	Ntchenachena	4,521	226	226	452	221.9	190.3	412.2	98.2	84.2	91.2		
				33,970	1,699	1,699	3,398	1,650	1,541	3,191	97.1	90.7	93.9	
	Region Total			310,992.00	15,549	15,549	31,098.00	15,132.65	13,200.95	28,333.55	97.3	84.9	91.1	

APPENDIX 4: TABLE SHOWING REDEMPTION RATES IN 2023/2024 AS AT 10TH FEBRUARY, 2024.

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
CHIKWAWA	West	5973	92	91	5321	5501	10822
	South	5350	94	93	4992	5008	10000
	North	3718	94	94	3490	3499	6989
	Mkombezi	5556	87	89	5064	4806	9870
	East	2439	86	87	2120	2100	4220
	Central West	1006	92	92	922	924	1846
	Central	3443	95	96	3303	3281	6584
	CHIKWAWA TOTAL		27,485	91	92			0
NSANJE	Nsanje South West	2324	95	95	2207	2199	4406
	Nsanje South	5500	93	93	5083	5092	10175
	Nsanje North	2351	88	87	1999	2077	702
	Nsanje Lalanje	2029	92	92	1867	1858	3725
	Nsanje Central	2899	87	88	2557	2532	5089
	NSANJE TOTAL		15,103	91	91			0
BLANTYRE	South Lunzu	1742	96	96	1674	1674	
	Nkolokoti Ndirande Matope	2164	98	98	2118	2124	4242
	Mapanga Mzedi	480	97	97	465	465	930
	Blantyre West	10580	89	83	8277	9364	17641
	Blantyre South West	5744	97	96	5472	5548	11020
	Blantyre South East	5557	97	96	5293	5372	10665
	Blantyre South	376	86	85	319	323	642
	Blantyre North East	12036	96	96	11527	11547	23074
	Blantyre North	12049	79	79	9449	9479	18928
	Blantyre East	1553	94	94	1461	1459	
	Blantyre Central	7296	82	84	6268	5976	12244
	Blantyre Bangwe	1139	94	94	1071	1075	2146

BLANTYRE TOTAL		60,716	89	89			0
District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
CHIRADZULU	Chiradzulu Thumbwe	5065	95	95	4790	4794	9584
	Chiradzulu Nyungwe	3163	90	88	2709	2835	5544
	Chiradzulu Nguludi	2697	95	95	2551	2550	5101
	Chiradzulu Midima	3497	93	93	3256	3268	6524
	Chiradzulu Masanjala	3745	92	92	3444	3436	6880
CHIRADZULU TOTAL		18,167	93	93			0
MULANJE	Mulanje West	3845	89	89	3436	3414	6850
	Mulanje South West	4273	98	98	4196	4183	8379
	Mulanje South East	9067	94	91	7975	8550	16525
	Mulanje South	2124	70	71	1519	1497	3016
	Mulanje Pasani	2463	93	93	2303	2301	4604
	Mulanje North	3137	98	98	3086	3086	6172
	Mulanje Limbuli	3987	91	91	3640	3616	7256
	Mulanje Central	2155	75	73	1533	1617	3150
	Mulanje Bale	2442	91	89	2120	2218	4338
MULANJE TOTAL		33,493	91	90			0
MWANZA	West	4474	96	96	4319	4306	8625
	Central	4511	98	98	4406	4407	8813
MWANZA TOTAL		8,985	97	97			0

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
NENO	South	2941	94	95	2796	2778	615
	North	4372	95	96	4218	4147	8365
	East	3389	96	96	3270	3262	6532
NENO TOTAL		10,702	95	96			0
PHALOMBE	Phalombe South	5155	74	74	3817	3792	7609
	Phalombe North East	4341	58	60	2677	2520	5197
	Phalombe North	4678	71	71	3332	3311	6643
	Phalombe East	8783	91	92	8159	7982	16141
	Phalombe Central	3	-	-			0
	Machemba	7032	80	80	5623	5621	11244
PHALOMBE TOTAL		29,992	77	78			0
THYOLO	Thyolo Thava	7882	76	70	5005	6005	11010
	Thyolo Central	4100	95	95	3900	3906	7806
	Thekerani	3394	93	93	3148	3141	6289
	Mikolongwe	6041	88	91	5661	5328	10989
	Masambanjati	5191	97	97	5034	5019	10053
	Mafisi-khonjeni	4617	100	100	4597	4596	9193
	Lutcheza Municipality	1500	99	99	1491	1492	2983
	Goliyati	9976	73	66	5752	7327	13079
	Bvumbwe	6329	80	85	5728	5043	10771
THYOLO TOTAL		49,030	85	84			0
BALAKA	Ulongwe	8356	97	96	8033	8069	16102
	Rivirivi	9006	88	89	7996	7970	15966
	Ngwangwa	3552	87	86	3059	3076	6135

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
	Mulunguzi	7618	79	79	6035	6024	12059
	Bwaila	4398	83	83	3656	3666	7322
	Balaka North	4446	95	94	4200	4202	8402
	Balaka Central East	40	-	-			0
	Balaka Central	17	-	-			0
BALAKA TOTAL		37,433	88	88			0
MANGOCHI	Mangochi West	5661	97	97	5487	5470	10957
	Mangochi South West	11308	94	95	10815	10652	21467
	Mangochi South	10048	93	88	8460	9298	17758
	Mangochi North East	3359	99	99	3324	3315	6639
	Mangochi North	4286	92	93	4050	3930	7980
	Mangochi Nkungulu	1915	96	96	1834	1833	3667
	Mangochi Monkeybay	4140	92	93	3867	3816	7683
	Mangochi Masongola	5336	96	96	5126	5120	10246
	Mangochi Malombe	3426	92	92	3164	3168	6332
	Mangochi Lutende	845	88	88	742	742	1484
	Mangochi East	3044	94	94	2856	2847	5703
	Mangochi Central	7495	98	98	7339	7311	14650
MANGOCHI TOTAL		60,863	94	94			0

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
MACHINGA	South East	8203	92	93	7720	7556	15276
	South	3091	87	87	2700	2700	5400
	North East	8639	93	93	8079	8015	16094
	Mikoko	1424	76	63	717	1084	1801
	Likwenu	4049	94	96	3965	3826	7791
	East	3883	84	88	3590	3251	6841
	Central East	4557	91	91	4163	4156	8319
	Central	6197	70	78	5262	4356	9618
MACHINGA TOTAL		40,043	87	89			0
ZOMBA	Thondwe	4123	98	98	4047	4036	8083
	Ntonya	4225	96	95	4018	4043	8061
	Nsondole	7667	86	83	6129	6602	12731
	Matiya	2932	89	93	2820	2621	5441
	Malosa	5254	64	80	5010	3344	8354
	Likangala	9200	81	87	8507	7417	15924
	City South	1455	89	93	1391	1302	2693
	City North	530	92	94	508	485	993
	Chisi	90	-	-			0
	Chingale	7694	97	96	7268	7478	14746
	Chikomwe	2911	96	96	2801	2781	5582
	Changalume	4937	72	79	4222	3562	7784
ZOMBA TOTAL		51,018	86	89			0
SALIMA	Salima South Linthipe	7116	89	89	6325	6312	12637
	Salima South	5978	87	87	5190	5188	10378
	Salima North	12999	92	92	11994	11954	23948
	Salima Central West	5272	90	92	4936	4744	9680

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
	Salima Central East	3318	66	66	2200	2200	4400
	Salima Central	5763	78	86	5389	4472	9861
SALIMA TOTAL		40,446	86	88			0
NKHOTAKOTA	Mkhula	13080	59	77	12522	7654	20176
	Liwaladzi	3966	94	94	3744	3724	7468
	Dwangwa	8572	77	86	8247	6577	14824
	Chia	7769	60	78	7520	4677	12197
	Central	7367	98	98	7229	7209	14438
NKHOTAKOTA TOTAL		40,754	73	85			
NTCHEU	South	4113	98	98	4030	4015	8045
	North West	7571	95	96	7428	7158	14586
	North	6471	86	90	6070	5581	11651
	Dzonzi Mvai	7027	96	96	6754	6715	13469
	Central East	6838	94	95	6528	6452	12980
	Central East	8117	98	97	7901	7924	15825
	Central	4727	96	96	4537	4547	9084
	Bwanje	24760	92	94	23850	22787	46637
NTCHEU TOTAL		69,624	94	95			0
DEDZA	Mtakataka	7504	72	84	7269	5384	12653
	Mphunzi	13542	50	74	13317	6819	20136
	Mlunduni	10204	70	83	9844	7130	16974
	Mayani	13662	78	87	13047	10618	23665
	Linthipe	25829	62	80	25153	15926	41079
	Kasina	12567	89	93	12299	11130	23429
	Golomoti	8468	64	79	8037	5399	13436
	Dzalanyama	10757	65	81	10439	6965	17404
	Chikoma	9188	62	79	8915	5686	14601

OFFICE OF THE OMBUDSMAN

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
	Boma	11196	69	83	10829	7749	18578
DEDZA TOTAL		122,917	67	82			0
LILONGWE EAST	Lilongwe South West	1261	71	65	751	899	1650
	Lilongwe South East	15995	74	75	12201	11892	24093
	Lilongwe South	1525	36	65	1430	542	1972
	Lilongwe Nkhoma	13897	62	70	10976	8607	19583
	Lilongwe Msozi South	859	84	91	834	725	1559
	Lilongwe Msozi North	3008	97	97	2934	2927	872
	Lilongwe Msozi	8426	96	97	8217	8107	
	Lilongwe Msinja South	23	12,709	8,167	834	2923	
	Lilongwe Msinja North	3829	71	83	3646	2730	
	Lilongwe Mpeni	8424	86	89	7726	7285	
	Lilongwe Likuni	1855	54	65	1409	1009	2418
	Lilongwe East	8931	46	67	7932	4064	11996
	Lilongwe City West	902	54	55	503	488	991
	Lilongwe City South West	3701	71	71	2633	2618	5251
	Lilongwe City North	8712	83	90	8433	7271	15704
	Lilongwe City Centre	4536	94	94	4262	4242	8504
	Lilongwe Chiwamba	16234	82	89	15534	13307	28841

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
	Lilongwe Central	13066	80	85	11843	10452	22295
	Lilongwe Bunda	4098	79	89	4022	3237	7259
LILONGWE EAST TOTAL		119,282	78	84			0
LILONGWE WEST	Bunda	4227	55	76	4141	2320	6461
	Chilobwe	21353	73	76	16740	15530	32270
	City North	12671	64	74	10606	8056	18662
	City West	2424	44	55	1570	1076	
	Demera	7515	72	83	7068	5417	
	Kalambe	13825	57	76	13038	7874	20912
	Likuni	14162	58	73	12425	8196	20621
	Machenga	8675	62	74	7581	5339	
	Mapuyu North	17618	72	82	16445	12607	29052
	Mapuyu South	19231	60	68	14623	11534	26157
	Msinja North	16994	51	64	12858	8728	21586
	Msinja South	14139	84	86	12550	11839	24389
	Msozi	3173	93	95	3094	2945	6039
	Msozi South	418	46	65	348	192	540
	Mude	8377	79	82	7082	6583	13665
	North	725	81	86	659	587	1246
	North West	1486	59	75	1354	871	2225
	Nsinja North	198	-	1	3	0	3
	Nyanja	825	0	27	446	4	450
	Phirilanjuzi	10250	54	65	7751	5519	
	South	5712	72	80	4994	4098	9092
	South West	1367	52	56	835	705	1540
	West	285	51	26		146	146
LILONGWE WEST TOTAL		185,663	65	74			0

OFFICE OF THE OMBUDSMAN

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
KASUNGU	Kasungu West	7605	95	96	7301	7257	14558
	Kasungu South West	2222	94	94	2085	2092	4177
	Kasungu South East	7447	92	94	7223	6848	14071
	Kasungu South	9185	97	97	8951	8936	17887
	Kasungu North West	8173	86	91	7854	7007	14861
	Kasungu North East	15066	91	94	14646	13716	28362
	Kasungu North East	20858	91	94	20265	18892	39157
	Kasungu North	4330	97	97	4229	4199	8428
	Kasungu East	5809	90	93	5624	5210	10834
	Kasungu Central	11037	93	95	10701	10298	
KASUNGU TOTAL		91,739	92	94			0
DOWA WEST	CENTRAL	8,399	87	90	7803	7334	15137
	KASANGADZI	13,992	72	85	13666	10132	23798
	MNDOLERA	6,465	71	116	10351	4596	14947
	MPHUDZU	10,897	73	84	10350	7978	18328
	NGALA	7,856	78	88	7688	6097	13785
	NORTH EAST	3,800	94	95	3608	3584	7192
	WEST	14,569	61	77	13679	8884	22563
DOWA WEST TOTAL		65,978	74	88			0
DOWA EAST	South East	11269	65	73	9155	7354	16509
	North East	13761	71	77	11343	9762	21105
	East	11759	69	78	10095	8158	18253
	Central East	6449	71	77	5330	4588	9918



District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
DOWA EAST TOTAL		43,238	69	76			0
MCHINJI	West	1931	57	74	1779	1092	2871
	South West	8584	80	88	8259	6826	15085
	South	6064	77	88	5949	4670	10619
	North East	3973	94	94	3751	3715	7466
	North	9738	66	82	9429	6449	15878
	East	5667	91	94	5538	5147	10685
	Central East	90	-	-			0
	Central	27187	86	92	26554	23299	49853
MCHINJI TOTAL		63,234	81	89			0
NTCHISI	West	4976	75	82	4363	3755	8118
	South	9015	97	97	8866	8711	17577
	North	13876	64	81	13597	8834	22431
	East	9291	96	97	9094	8936	18030
	Central East	7822	97	97	7635	7594	15229
NTCHISI TOTAL		44,980	84	90			0
MZIMBA SOUTH	Mzimba South West	7623	71	81	6964	5400	12364
	Mzimba South East	3670	93	95	3548	3414	3065
	Mzimba South	12923	66	81	12545	8502	21047
	Mzimba Solola	13711	79	88	13174	10868	24042
	Mzimba Perekezi	1560	58	77	1481	908	2389
	Mzimba Luwerezi	9209	85	91	8919	7868	16787
	Mzimba Hora	10249	58	77	9829	5989	15818
	Mzimba East	7109	57	72	6137	4052	10189
MZIMBA SOUTH TOTAL		66,054	71	83			0

OFFICE OF THE OMBUDSMAN

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
MZIMBA NORTH	Mzimba West	7598	79	95	8446	5999	14445
	Mzimba North East	7472	87	89	6859	6500	13359
	Mzimba North	8711	73	85	8415	6378	14793
	Mzimba Kafukule	3085	75	86	2988	2314	5302
	Mzimba East	3856	79	88	3703	3056	6759
	Mzimba Central	9099	46	68	8157	4175	12332
MZIMBA NORTH TOTAL		39,821	71	84			0
NKHATABAY	West	2240	91	92	2080	2040	4120
	South	3092	76	83	2762	2342	5104
	North West	3603	93	93	3356	3346	6702
	North	2763	95	95	2635	2614	
	Mzuzu City	1062	98	98	1044	1039	2083
	Chintheche	3402	55	73	3084	1868	4952
	Central	2026	95	87	1608	1921	3529
NKHATABAY Total		18,188	83	87			0
LIKOMA	LIKOMA ISLAND	265	99	99	263	263	526
LIKOMA Total		265	99	99			0
RUMPHI	West	8149	91	94	7849	7450	15299
	North	6044	58	76	5715	3498	9213
	East	1549	87	90	1445	1348	2793
	Central	10650	64	79	9970	6865	16835
RUMPHI TOTAL		26,392	73	84			0
CHITIPA	South	3686	92	94	3540	3378	6918
	North	4890	53	67	3929	2593	6522
	East	2178	89	89	1931	1931	3862

District	Constituency	Number of beneficiaries	% of redeemed Fertilizer (MT)		Amount of Redeemed Fertilizer (bags)		
			Urea	NPK	NPK	Urea	Total
	Chendo	6040	87	90	5659	5261	10920
	Central	7039	66	69	5119	4655	2261
CHITIPA TOTAL		23,833	75	80			0
KARONGA	Town	746	87	90	694	648	1342
	South	2640	80	86	2425	2099	
	Songwe	2880	86	88	2618	2467	
	Mlare Central	3536	88	90	3271	3109	6380
	Lufilya	3065	87	90	2842	2665	5507
	Karonga Nyungwe	2046	84	89	1912	1711	3623
	Central	74	72	78	63	53	116
KARONGA TOTAL		14,987	85	89			0
NATIONAL TOTAL		1,520,425	80	86	-	-	0

**APPENDIX 5: 2022/2023 DODMA LEAN SEASON RELIEF MAIZE BENEFICIARIES
DESEGREGATED BY DISTRICT**

2022/2023 LEAN SEASON RESPONSE AFFECTED POPULATION AND HOUSEHOLDS			
NO	District	Total Affected Population	Total Targeted Beneficiary Households
1	Blantyre	124,397	27,644
2	Blantyre City	214,519	47,671
3	Balaka	98,161	21,814
4	Chikwawa	215,490	47,887
5	Chiradzulu	76,712	17,047
6	Machinga	169,015	37,559
7	Mangochi	261,086	58,019
8	Mulanje	219,920	48,871
9	Mwanza	36,994	8,221
10	Neno	36,818	8,182
11	Thyolo	154,172	34,260
12	Nsanje	112,537	25,008
13	Phalombe	95,586	21,241
14	Zomba	22,893	5,087
15	Zomba City	162,863	36,192
TOTAL		2,001,163	444,703
16	Dedza	136,273	30,283
17	Dowa	85,751	19,056
18	Kasungu	92,847	20,633
19	Lilongwe	358,364	79,636
20	Lilongwe City	337,843	75,076
21	Mchinji	98,771	21,949
22	Nkhotakota	85,671	19,038
23	Ntcheu	147,188	32,708
24	Ntchisi	51,923	11,538
25	Salima	107,196	23,821
TOTAL		1,501,827	333,738
26	Karonga	59,565	13,237
27	Chitipa	25,183	5,596
28	Mzimba	100,193	22,265
29	Mzuzu City	52,316	11,626
30	NkhataBay	45,683	10,152
31	Rumphi	36,572	8,127
TOTAL		319,512	71,003
NATIONAL TOTAL		3,822,502	849,444

APPENDIX 6: 2023/2024 DODMA LEAN SEASON RELIEF MAIZE BENEFICIARIES DESEGREGATED BY DISTRICT

2023/2024 LEAN SEASON RESPONSE AFFECTED POPULATION AND HOUSEHOLDS			
NO	District	Total Affected Population	Total Targeted Beneficiary Households
1	Nsanje	131,000	29,111
2	Balaka	177,000	39,333
3	Phalombe	172,000	38,222
4	Chikhwawa	220,000	48,889
5	Blantyre	153,000	34,000
6	Mulanje	230,000	51,111
7	Thyolo	235,000	52,222
8	Zomba	179,000	39,778
9	Machinga	219,000	48,667
10	Mangochi	337,000	74,889
11	Blantyre City	218,000	48,444
12	Mwanza	38,000	8,444
13	Chiradzulu	97,000	21,556
14	Zomba City	23,000	5,111
15	Neno	31,000	6,889
TOTAL		2,460,000	546,666
16	Lilongwe	366,000	81,333
17	Lilongwe City	174,000	38,667
18	Ntcheu	151,000	33,556
19	Dedza	186,000	41,333
20	Salima	165,000	36,667
21	Mchinji	101,000	22,444
22	Kasungu	143,000	31,778
23	Dowa	132,000	29,333
24	Nkhatakota	87,000	19,333
25	Ntchisi	55,000	12,222
TOTAL		1,560,000	346,666
26	Mzuzu	55,000	12,222
27	Karonga	81,000	18,000
28	Mzimba	153,000	34,000
29	Nkhatabay	46,000	10,222
30	Likoma	2,000	444
31	Chitipa	26,000	5,778
32	Rumphu	25,000	5,556
TOTAL		388,000	86,222
NATIONAL TOTAL		4,408,000	979,554

CONTACTS

Lilongwe

(Headquarters)

**St Martins House
Private Bag 348
Capital City, Lilongwe 3**

☎ : +265 888 246 046

Lilongwe

(Regional Office Central)

**St Martins House
Private Bag B402
Capital City, Lilongwe 3**

☎ : +265 888 246 046

Blantyre

(Regional Office South)

**Central Government Stores
Building
Private Bag 171
Blantyre**

☎ : +265 1 883 317

Mzuzu

(Regional Office North)

**Grace Building
Private Bag 12
Mzuzu**

☎ : +265 1 334 726

Balaka

(Regional Office East)

**Mwawa House
P.O Box 50
Balaka**

☎ : +265 1 884 726

 ombudsman@ombudsmanmalawi.org

 www.ombudsmanmalawi.org

 www.ombudsmanmalawi.org

 www.ombudsmanmalawi.org

Prepared and printed
with financial support from
Open Society Initiative for Southern Africa

